
National Partnership Council

***Progress in
Partnership***

**A Report to The President
September 1995**

"A New Vision for Labor-Management Relations"

September 29, 1995

Dear Mr. President:

As the second anniversary of your Executive Order 12871, "Labor-Management Partnerships," approaches, we are very pleased to present the National Partnership Council's *Report to the President on Progress in Labor-Management Partnerships*.

Your Executive Order established the Council and charged it with supporting the creation of labor-management partnerships; promoting partnership efforts in the executive branch; collecting and disseminating information about partnerships; providing guidance on partnership efforts in the executive branch, including results achieved; and advising you on matters involving labor-management relations in the executive branch.

The Council has, through testimony by partnership participants at the Council's public meetings around the country, focus groups, interviews, and surveys, obtained information and views on partnerships in the Federal government. This report presents the Council's findings regarding the status of partnerships, the results of partnerships, the partnership process, and the Council's activities in support of partnership.

We are pleased to report that partnerships have been established throughout the executive branch. They have improved labor-management relationships and enabled employees, their representatives and managers to succeed in reinventing our Federal government. At the same time, partnership is lacking in some areas and in others it is struggling. There remains substantial need for the support of top management and union leadership for training and resources and for a continuing vision of a government that "works better and costs less."

With your support and that of the Vice President, the Council looks forward to continuing progress in achieving more effective government through labor-management partnerships.

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“Our goal is to make the entire Federal government both less expensive and more efficient, and to change the culture of our national bureaucracy away from complacency and entitlement towards initiative and empowerment.”

President Bill Clinton
announcing the National Performance
Review
March 3, 1993

Introduction

Labor and management, in partnership, are changing the way the Government does business. Labor-management partnerships have spread rapidly throughout the executive branch since the issuance of Executive Order 12871, *Labor-Management Partnerships*, in October 1993. According to a recent National Partnership Council survey:

- Over 75 percent of executive branch employees work in organizations that have partnership councils.
- Three out of four Federal managers and 92 percent of union representatives are in favor of partnership and would like their organization to continue being involved in cooperative labor-management efforts.
- Fifty-eight percent of respondents report that labor-management relations in their organization have improved as a result of partnership.

Partnership is flourishing because it enables Federal agencies to accomplish their missions more efficiently and effectively, and enhances the quality of work life for Federal workers. Above all, it saves tax dollars and improves services for the American people.

- Through labor-management partnership and employee empowerment, the Red River Army Depot and the National Association of Government Employees ended fiscal year 1994 in a position \$14.8 million better than anticipated. They looked to employees for help in making business decisions through the implementation of self-managed work teams that reflected a ratio of 38 employees to 1 manager. Joint decision-making and responsibility enhanced employee morale and job satisfaction, resulting in improved customer service, increased productivity and significant cost savings.
- The Federal Aviation Administration's Boston Center Area C "Quality Through Partnership" Team is made up of managers and members of the National Air Traffic Controllers Association. This labor-management partnership saved close to \$30,000 by eliminating duplicative handbooks, thus reducing the cost, work-time, and natural resources devoted to them.

What is Labor-Management Partnership?

No two partnerships look exactly alike. Partnerships vary by organization, but one essential characteristic exists in all--a changed labor-management relationship. As this relationship matures, collaborative problem solving becomes the preferred method of resolving workplace issues.

- The Naval Air Warfare Center (Aircraft Division) in Indianapolis and the American Federation of Government Employees (AFGE) Local 1744 are reaping the rewards of partnership. After years of poor labor-management relations, a partnership between AFGE and the Warfare Center helped bring an end to fruitless negotiations that had been going on for over two years. Employee disputes are now resolved at the lowest possible level--usually without even filing a grievance. Not a single new arbitration case has been processed since the partnership began.
- The U.S. Customs Service and the National Treasury Employees Union at Chicago O'Hare International Airport have expedited the flow of goods to the shelves and showrooms of American retailers and the floors of U.S. factories by streamlining inspection procedures and relocating downtown Customs offices to O'Hare to create a virtual "one-stop" operation. The partners have reduced lost entries, reduced processing time, and improved customer service by cutting the "cycle" or processing time of consumer and capital goods imported through Chicago.

Purpose of This Report

As the second anniversary of Executive Order 12871 approaches, the National Partnership Council (NPC) has tried to capture the successes of partnerships and evaluate their impact on the executive branch. Partnership success stories abound. Partnerships come in all shapes and sizes. They appear at all levels of our departments and agencies and involve all of the major Federal employee unions. They exist in every corner of the United States. The National Partnership Council has worked hard over the last two years to support and promote partnership. The results of the Council's efforts and those of countless Federal employees are illustrated in this document.

This report highlights the progression of partnership throughout the executive branch. It highlights the cultural changes taking place in labor-management relationships and how these changes are achieving the President's objectives of creating a Federal Government that works better and costs less. It also provides information about the role and accomplishments of the National Partnership Council. Finally, it suggests some next steps for continuing the movement toward partnership generated by Executive Order 12871.

“No move to reorganize for quality can succeed without the full and equal participation of workers and their unions...The primary barrier...is the adversarial relationship that binds them to noncooperation.”

From Red Tape To Results: Creating a Government That Works Better & Costs Less,
Report of the National Performance Review,
September 7, 1993

Background

National Performance Review Recommendations

Executive Order 12871 and the National Partnership Council had their genesis in the September 7, 1993, Report of the National Performance Review (NPR), *From Red Tape to Results: Creating a Government That Works Better and Costs Less*. That report focused on four key principles that commonly characterize high-performing organizations: cutting red tape, putting customers first, empowering employees to get results, and getting back to basics.

The NPR report found that these principles must be incorporated into the cultures of Federal agencies if effective change is to take place. It stated that this could be done only by reinventing human resources management. With respect to the need to empower employees to get results, the report expressly found that:

- *employees want to participate in decisions that affect their work;*
- *quality organizations require full and equal worker and union participation; and*
- *the current collective bargaining program promotes and maintains adversarial relationships.*

Based on these findings, the report recommended that President Clinton establish labor-management partnerships as an Administration goal and create the National Partnership Council to champion this goal.

“Only by changing the nature of Federal labor-management relations so that managers, employees, and employees’ elected union representatives serve as partners will it be possible to design and implement comprehensive changes necessary to reform the Government. Labor-management partnerships will champion change in Federal Government agencies to transform them into organizations capable of delivering the highest quality services to the American people.”

Executive Order 12871

Executive Order 12871

In response to the National Performance Review recommendation, on October 1, 1993, President Clinton issued Executive Order 12871, *Labor-Management Partnerships* (See Appendix A). The Order was premised on the NPR principles and recommendations and called for the establishment of a new form of labor-management relations to promote those principles and recommendations. The Executive Order also:

- Established the National Partnership Council to: advise the President on labor relations matters; support labor-management partnerships; propose legislative changes in various human resource management programs; and work with the President’s Management Council on NPR recommendations.
- Directed Federal agencies to: create partnerships at appropriate levels ; involve employees and their union representatives as full partners in accomplishing their mission; provide training in consensual methods of dispute resolution; bargain over work methods, technology, and organizational staffing patterns; and evaluate progress and improvements in organizational performance resulting from the partnerships.

Objectives and Accomplishments of the National Partnership Council

The National Partnership Council’s goal is to institutionalize labor-management partnerships in Federal agencies for the purpose of creating a Government that “works better and costs less.”

The Council outlined its objectives in its strategic plans for 1994 and 1995 to support and stimulate partnership activities throughout the executive branch. (See Appendix B for NPC 1995 Strategic Action Plan) Those objectives are:

- *“The NPC will collect, communicate and utilize data and information illustrating the successes of labor and management working in partnership to improve effectiveness, efficiency, and customer service.*

- “The NPC will collect, analyze, and utilize data and information concerning existing barriers and impediments to the formation and success of partnerships, how parties have overcome the barriers through training activities and incentives to create successful partnerships, and how parties manage conflict.
- “The NPC will engage in efforts designed to measure the formation, conduct, and achievements of partnership.”

The National Partnership Council is meeting its goals to be a catalyst for cultural change and to assess the outcomes of partnership. Over the last two years, the Council has embarked on a number of information collection activities, has recognized outstanding partnerships, and has promoted training in support of partnership efforts. Some of the Council’s accomplishments include:

- Recommendations to the President for human resources management reform;
- Development and dissemination of nearly 7,000 copies of the *National Partnership Council Partnership Handbook: A Roadmap to Partnership* ;
- Establishment of the National Partnership Clearinghouse, maintained at the U.S. Office of Personnel Management, which provides Federal agencies, unions and the public with resources on partnership;
- Assessment of executive branch partnership activities in 1994;
- Collection of information about partnerships in 1995 through a follow-up partnership activities questionnaire, a survey of participants in labor-management partnerships, focus groups, and interviews; and
- Creation of the National Partnership Award.

These and other accomplishments are outlined in detail in *Part Five: Role and Accomplishments of the National Partnership Council*, which begins on p. 39.

Progress in Partnership

The Department of Veterans Affairs Medical Center in Knoxville, Iowa and AFGE Local 1226 operate in partnership.

Since their partnership began, they have been meeting face-to-face instead of writing countless memos dealing with positions. This has eliminated some 70 percent of the wasteful paperwork produced under the old style labor-management relationship.

In order to improve customer service, a union-management team was established specifically to study improvements in patient care. They achieved their goal to ensure that patients entering the facility are seen within thirty minutes of their arrival.

Part Two: Partnership Progress Throughout the Executive Branch

This section describes the extent to which partnerships have been established in the executive branch. The data and information contained in this and other parts of the report come from the *1995 NPC Follow-up Partnership Activities Questionnaire*, the *1995 NPC Survey of Participants in Partnership*, focus groups, and interviews of partnerships conducted by the National Partnership Council. These and other information collection efforts are outlined in detail in *Part Five: Role and Accomplishments of the National Partnership Council*.

Research conducted by the National Partnership Council shows that labor-management partnership is expanding across the executive branch. Partnerships exist in all geographic areas of the United States and within all levels of Federal agencies.

Executive Order 12871, *Labor-Management Partnerships*, led directly to the establishment of partnerships. Seventy-three percent of respondents to the *1995 NPC Survey* (See Appendix C) report that the Order was an important factor in forming a partnership. Eighty-five percent of respondents to the survey report that they became members of partnerships after Executive Order 12871 was issued, as opposed to 14 percent of respondents who reported they were members of partnerships that predated the Executive Order.

Labor and management's perceptions of their relationship have improved as a result of partnership. More than two-thirds of respondents to the *NPC Survey* report having a cooperative relationship.

Two elements that may be used to measure the progression of partnership throughout the executive branch are the number of partnership councils and partnership agreements that exist between Federal agencies and unions. Some agencies report having agreements but no councils, and others report the reverse. For the most part, however, organizations that have partnership agreements also have councils.

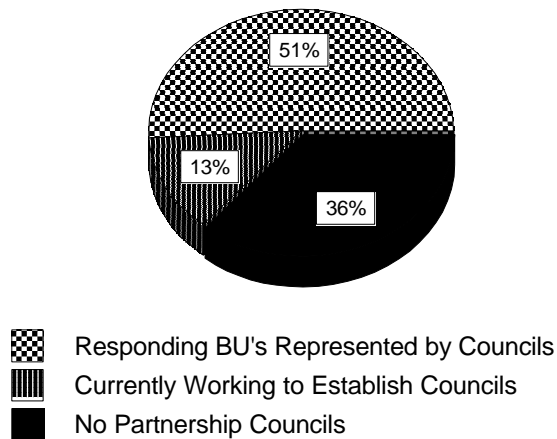
Employees and Bargaining Units With Partnership Councils and Partnership Agreements

The number of employees in organizations with partnership councils and agreements has grown steadily and substantially since the issuance of Executive Order 12871. As of August 31, 1995, 75 percent of the employees in reporting bargaining units were represented by partnership councils¹ and 69 percent were covered by partnership agreements. Fifty-one percent of the responding bargaining units had partnership councils and 43 percent had partnership agreements. (See Appendix E)

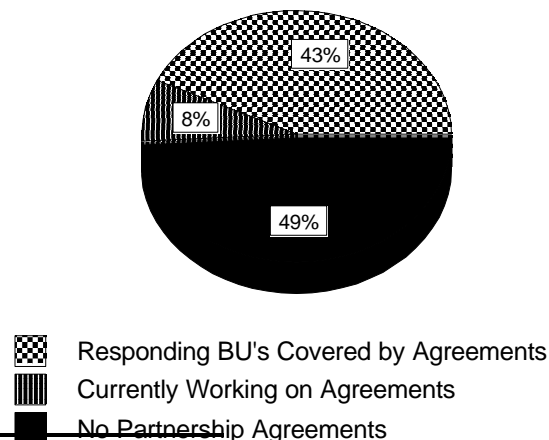
“No one feels more strongly about the meaningful transformation of the Federal workplace than Federal employees.”

*“Total Quality Partnership--
A Vision for the Future”*
A Report by AFGE, NTEU
and NFFE
September 1993

Responding Bargaining Units
Represented by Partnership Council



Responding Bargaining Units
Covered by Partnership Agreements



This report uses the term “council” generally to mean partnership councils, committees, sub-councils, sub-committees, labor-management committees and similar groups that are engaged in cooperative labor-management partnership activities. (Source: 1995 NPC Follow-up Partnership Activities Questionnaire)

Partnerships by Major Agency

The response rate for the *1995 NPC Follow-up Partnership Activities Questionnaire* was 50 percent. Responding agencies encompass 60 percent of Federal bargaining unit employees. A complete listing of all responding agencies and the status of their partnership councils and agreements is in Appendix E.

Partnerships by Major Union

Of the respondents, four national labor organizations encompass more than 79 percent of the entire Federal bargaining unit employee population. Combined, these four unions represent 87 percent of the bargaining unit employees reported as covered by partnership councils. Of those four, the American Federation of Government Employees represents the highest percentage of employees with partnership councils.

Partnerships by Geographic Area

The Northeast region, Midwest region, and Washington, DC area, respectively, report the highest percentages of employees with partnership councils and agreements. The Washington, DC area, Northeast region, and Midwest region, respectively, report the highest percentages of bargaining units with partnership councils and agreements.

Councils and Agreements by Geographical Area

Regions [†]	Percent of Employees Represented by Councils	Percent of Bargaining Units Represented by Councils	Percent of Employees Covered by Partnership Agreements	Percent of Bargaining Units Covered By Partnership Agreements
Northeast	89	55	81	47
Southeast	55	44	48	30
Midwest	84	52	75	45
Southwest	62	42	55	37
West	59	45	55	41
Washington, DC Area	74	61	70	54
Totals	75	51	69	43

[†]The following states and territories are in each region:

Northeast

CT, DE, ME, MA, NH, NJ, NY, PA, PR, RI, VT, VI

Southeast

AL, FL, NC, SC, GA, MS, TN

Midwest

IL, IN, IA, KS, KY, MI, MN, MO, NE, ND, OH, SD, WV, WI

Southwest

AR, AZ, CO, LA, MT, NM, OK, TX, UT, WY

West

AK, CA, HI, ID, NV, OR, Pacific Ocean Area, WA

Washington, DC Area

DC, MD, VA

Other Factors

Further evidence that partnership is making inroads includes the dissemination of guidance on partnership; delivery of joint training for partnership; and development and implementation of strategic plans for partnership.

- Seventy-three percent of *1995 NPC Survey* respondents received written guidance on partnership from their agency and/or union. (See chart, p. C-6)
- Respondents to the survey have received many types of training for partnership, including general orientation for partnership (72 percent); interest-based bargaining (65 percent); team building (60 percent); alternative dispute resolution (51 percent); and others. (See chart, p. C-8)

The training most frequently reported as “very useful” was interest-based bargaining (58 percent). (See chart, p. C-9)

Members of AFGE Local 1151 and the Department of Veterans Affairs Regional Office in New York City, received a Hammer Award from Vice President Gore for massively reducing case backlog. Through interest-based problem solving, the partners replaced supervisors with coordinators. Teams were created, and members of the teams make decisions together.

In February 1995, the Naval Air Systems Command (NAVAIR) created the first Department of Defense command-level partnership involving multiple unions. NAVAIR won the prestigious Presidential Award for Quality in 1994 for its reinvention efforts. These efforts improved services to its customers at reduced rates and with higher employee morale and productivity.

Part Three: Agendas and Accomplishments of Partnerships

Overview

Labor-management partnership is fundamental to reinventing Government. This section explores the agendas and accomplishments of partnerships to date.

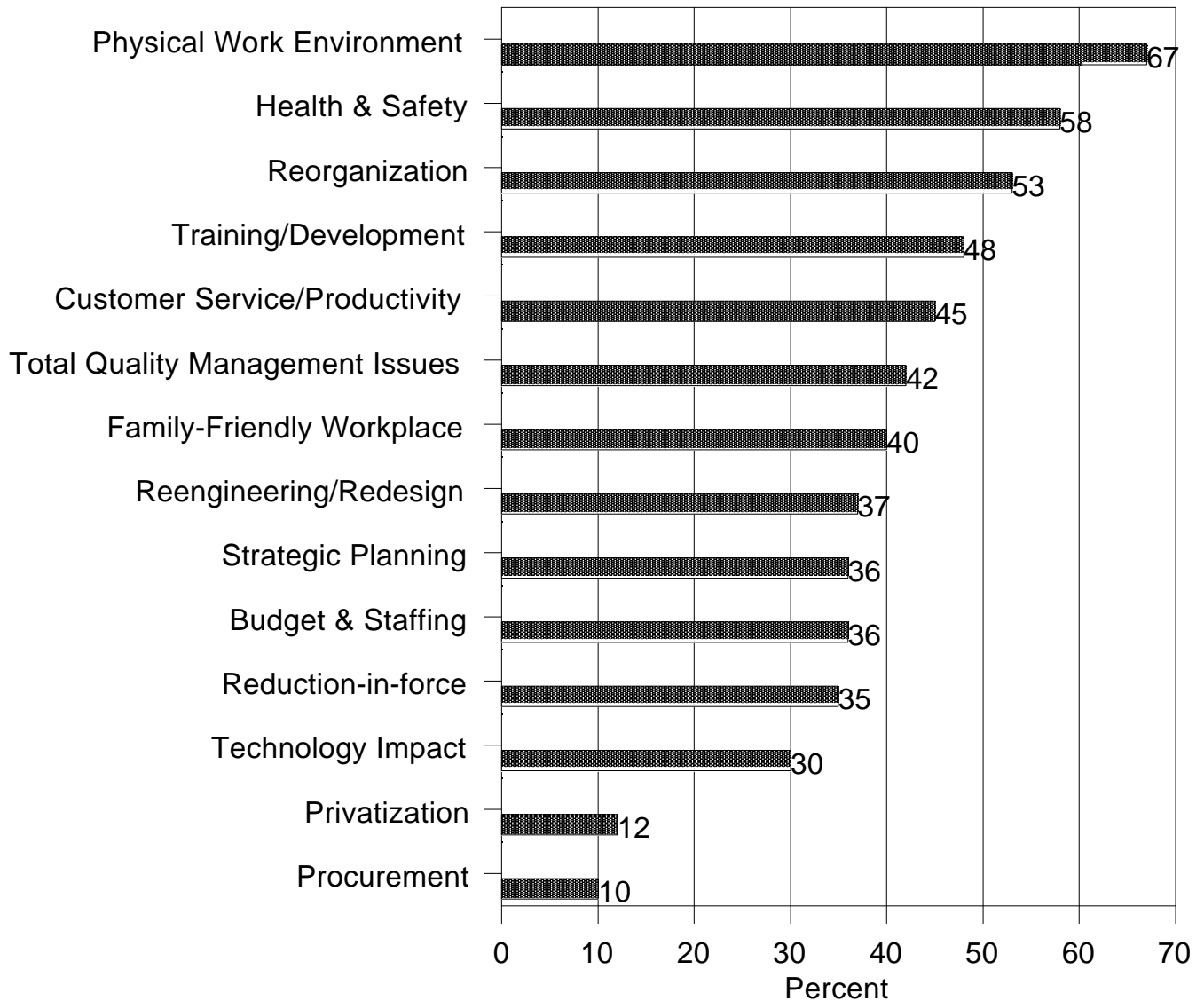
A primary focus of labor-management relations will always be employees and the quality of work life. The exciting new element added through labor-management partnership is the discussion of these issues in conjunction with agency operational matters. For the first time in many cases, labor and management are seeing quality of work life and mission accomplishment as integrated and common goals.

Through reengineering work processes and redesigning organizations, partners are developing innovative strategies to achieve high-performance workplaces. As shown by the following chart on p. 12, Federal agencies are using partnership forums to plan, develop and implement new and better ways of doing business and serving customers. Thousands of Federal employees are saving tax dollars by improving productivity and avoiding litigation through a variety of partnership efforts. Agencies are also “doing more with less,” and are using partnership to ease the transition of employees affected by reductions-in-force (RIF) and base closures.

The agendas and accomplishments of partnerships bring to life the “Good Government Standard” that the NPC recommended to the President in its January 1994 *Report to the President on Implementing Recommendations of the National Performance Review*. This standard, which follows, provides the basic goal of partnership activities:

“The elements of a Good Government Standard are the promotion of increased quality and productivity, customer service, mission accomplishment, efficiency, quality of work life, employee empowerment, organizational performance, and, in the case of the Department of Defense, military readiness.”

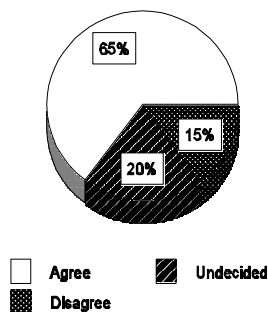
Issues Handled by L-M Partnership Councils Rank-Ordered by Frequency



Source: 1995 NPC Survey Item 14

Results of the 1995 NPC Survey of Partnership Participants show that partnership councils are improving organizational performance and addressing the challenging issues facing Federal agencies today. Most partners feel that the areas on which their partnership councils focus are important to the goal of Executive Order 12871, to deliver the highest quality service to the American people.

“The issues handled by my Partnership Council are important to the goal of E.O. 12871, which is to deliver the highest quality service to the American people.”



Source: 1995 NPC Survey Item 15

Though partnerships are credited with many accomplishments to date, it is important to note that partnership is an evolving process. Results do not occur overnight. Some partnerships are focusing on the mission and business of their agency. Others are dealing with downsizing and base closure. Still others are in the “relationship phase,” changing adversarial labor-management relationships to collaborative relationships.

Participants in the 1995 NPC Focus Group Study (See Appendix D) point out that factors indicative of the success of their partnerships include:

- *Increased input from employees;*
- *Improved work processes;*
- *Increased productivity rates and improved product quality;*
- *Fewer formal complaints and less third-party intervention;*
- *Working in partnership while reducing the size of organizations and restructuring; and*
- *Achieving better organization through the use of teams and team leaders.*

New partnerships are just beginning to measure and evaluate the impact of partnership upon their agencies. This is not surprising because partnership takes time to mature. It is typical for a partnership to spend one to two years working on labor-management relationships and employee and personnel issues. After cooperative relationships are established, partnerships can then shift their major focus to the agency and its mission.

Increased evaluation activity is anticipated. External force s require partnerships to measure their results. The Governmen t Performance and Results Act of 1993 requires more agenc y accountability in the form of five-year plans that includ e performance measures and regular performance reports . Executive Order 12871 requires Federal agency partnerships to evaluate progress and improvements in organizationa l performance resulting from partnership.

*Money Is Saved Through
Partnership*

Project Reliance is a cooperative effort among six labor unions and management at four NASA Centers (Ames Research Center, Dryden Flight Research Center, Langley Research Center, and Lewis Research Center). Its purpose is to improve services and support functions, and to find ways to operate more cost effectively. In one year the project has produced over 40 strategies that will provide over \$100 million in savings for NASA in the next four years.

Dollars and Sense: Saving Money, Boosting Productivity

Cost savings occur because of improved labor-management relations in the Federal Government. Tax dollars are saved through improved productivity and efficiency. Because labor-management relations are less adversarial, countless hours of costly litigation have been eliminated, avoiding the expenditure of millions of taxpayer dollars.

Cost savings are the result of a variety of partnership efforts. During the *NPC Focus Group Study*, one participant stated, “*Now the employees and the union share the goals of the organization and have the mission more at heart.*”

- One example of cost savings achieved through partnership occurred at Anniston Army Depot in Alabama. The depot works in partnership with AFGE Local 1945 to accomplish its mission to maintain heavy track vehicles, small arms and ammunition.

In early 1995, there was a surge in workload in the small arms maintenance shop at Anniston. Management could not find a way to complete the work on schedule without hiring 15 more people to augment the workforce. When the issue went before the Partnership Council, the union and employees convinced management that they could accomplish the work without increasing the staff. They did, indeed, accomplish the workload by changing plant layout and increasing productivity by 30 percent. As a result, the depot saved \$332,000 and the schedule was met.

Many focus group participants said that providing employees with a knowledge of business operations, and informing them about budgets and financial issues, leads to increased productivity. One person noted, “*Partnership has helped us see that we all have to take responsibility for our agency.*” In fact, 59 percent of *NPC Survey* respondents say that partnership has resulted in cost savings from improved operations within the organization.

- The TRIDENT Submarine Refit Facility in Kings Bay, Georgia, and the International Association of Machinists and Aerospace Workers, Local 2783, have reengineered work processes to save approximately \$300,000. The facility’s mission to refit submarines generates a cyclic workload as submarines arrive

Costs Savings Through Partnership

An agreement between the U.S. Mint and AFGE helped to resolve longstanding issues at the San Francisco Mint. These included six pending equal employment opportunity complaints and another 29 informal complaints, some dating back two years. Taxpayers saved \$210,000 in potential legal and administrative bills.

The Bureau of the Census and NFFE in Jeffersonville, Indiana saved approximately \$26,000 in one year in reduced grievances and adverse personnel actions. Because of partnership, grievances in the Data Preparation Division dropped from 27 to 10; oral admonishments from 29 to 7; written reprimands from 3 to 0; suspensions from 6 to 0; terminations from 13 to 0; and removals from 3 to 0.

and depart. The parties came up with a concept called Work Center 49 , which utilizes employees during workload “valleys” to complete facility projects in support of the Command’s mission.

Labor-management partnership contributes to improved labor-management relationships by reducing costly and time-consuming third-party appeals. In fiscal year 1995, the Federal Labor Relations Authority (FLRA), Office of General Counsel, received 17.4 percent fewer unfair labor practice charges than were filed in fiscal year 1994. In 19 of the 26 agencies where the office provided training and facilitation services, FLRA’s intake of cases dropped by nearly 35 percent. Historically, some of these agencies, such as the Department of Veterans Affairs and the Departments of Army, Navy and Air Force, have experienced the largest unfair labor practice filings in the country.

In January 1995, the FLRA General Counsel conducted a survey of 17,000 Federal employees who attended its facilitation, intervention, training and education programs. Survey results reveal that 73 percent of those responding view the training as a contributing factor to improved labor-management relationships. One survey respondent noted: *“As a result of the training session, we were able to sign off on our contract after ten years. The contract is the same as was offered seven years ago--proof that the parties are more willing to work together.”*

NPC Survey results show that partnership helps to cut costs by improving labor-management relationships and thereby decreasing litigation. Eighty percent of respondents report that partnership has improved dispute resolution. Seventy-five percent of those responding report that partnership has reduced labor-management litigation. Sixty-six percent of respondents report that partnership has resulted in cost savings from less arbitration. (See chart, p. C-14)

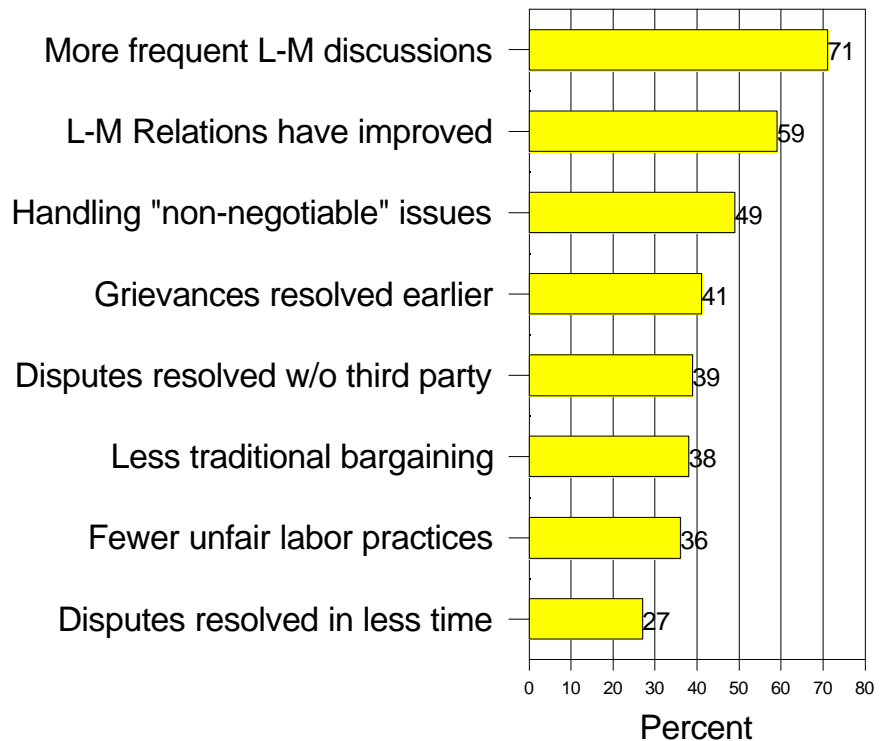
***Partnership Saves Bargaining
Time and Improves
Relationships***

On February 6, 1995, the U.S. Immigration and Naturalization Service and the National Border Patrol Council, AFGE, signed their first new collective bargaining contract since 1978 as a result of partnership efforts. The amicable resolution of the seventeen-year dispute transcended the issues contained in the contract. It signaled the end of years of conflict between the union and the agency. The new relationship allows the parties to jointly improve agency operations, employee morale, working conditions, and the quality of work life.

The partnership effort began in December 1994 when union and management officials agreed to work cooperatively to expedite negotiations. As a result, they completed negotiations in three weeks on a new contract that covers 4,500 Border Patrol Agents.

The chart below points out how labor-management relationships have improved since the implementation of partnership:

**Improvements Occurring Since
The Implementation of Partnership:**



Source: 1995 NPC Survey Items 19, 18, 22, 28

***Partnership Improves
Productivity and Customer
Service***

The partnership of the Department of Veterans Affairs Hospital in Des Moines, Iowa, and AFGE is jointly sponsoring self-directed work teams. One team eliminated several thousand dollars in annual overtime costs. The teams decreased patient processing time by 60 percent. One team member said, "We used to work for a supervisor. Now we work for our customers, the veterans."

"The focus of partnership must be external--on the customer. The byproduct of that focus is benefits for management, the union, and employees."

Philip Diehl, Director,
U.S. Mint, speaking to the National
Partnership Council on
September 12, 1995

There are numerous examples that show how improved labor-management relationships and alternative dispute resolution (ADR) save money:

- In 1994, the U.S. Customs Service and NTEU used interest-based bargaining and a uniquely designed ADR process to address grievances that stemmed from a new pay package. The ADR process developed by the team will save Customs a total of \$317,220. This amount is based on conservative cost estimates of fifteen possible arbitrations resulting from 141 grievances filed.
- Since partnership was instituted in June of 1994, the San Antonio Air Logistics Center and AFGE Local 1617 have saved an estimated \$2 million, which would otherwise have been spent on dispute processing. They report that unfair labor practices have decreased by 89 percent; arbitrations have decreased by 76 percent; and grievances have decreased by more than 83 percent.

True partnership puts customers first and recognizes the value of those who do the work. When there is a smooth and constant flow of information among management, employees, unions and customers, fewer disputes arise. Employees are productive and customers are well-served.

One participant in the *NPC Focus Group Project* summed up how employees and their union representatives can really make a difference:

"We wouldn't have made the gains that we have been making without employees' and the union's involvement. Through partnership, employees are able to do work across lines at a time when we've had a hiring freeze since 1991. They haven't stopped servicing the aircraft carriers and they haven't stopped supporting Operation Desert Storm over the years. And the improvements are continuing as we talk. I think over the last year we've seen some real rapid gains."

Not only the focus groups point to improved customer service. Sixty-nine percent of respondents to the *NPC Survey* say that partnership has resulted in improved customer service. Seventy percent of respondents report that partnership has led to improved mission accomplishment. (See chart, p. C-14)

- The Department of Treasury Financial Management Service (FMS) and NTEU provide a shining example of how partnering with employees can improve productivity. FMS provides financial services for Federal agencies, including payments, accounting and collections. This includes processing 500 million check payments annually.

In 1993, the FMS partners created a “Quality and Excellence Process” to ensure that FMS will be a strong and valued player in the 21st century and will be an agency driven by customer requirements. This process supports workplace changes that are significant to the working lives of employees and changes that improve productivity. FMS employees are able to make a real difference in the way they work.

In late 1994, a work team in the Check Claims Reinvention Lab reduced the processing time for missed checks by 40 days. The team achieved this by streamlining the process and relieving the paperwork burden on claimants.

***Reinvention and
Downsizing Issues
Found in
Partnership Agendas:***

**Federal Emergency
Management Agency**

- staffing policies for filling vacancies
- FY 96 budget issues
- strategic staffing
- issues stemming from the agency's reorganization

Bureau of the Census

- buyout program
- organizational competitiveness
- alternate work schedules to reduce overtime

**U.S. Coast Guard,
Seventh District**

- centralization of the Regional Documentation Office
- staff realignment and relocation

**NASA, Kennedy Space
Center**

- reorganization planning
- buyout program
- outplacement program for buyout and early-out employees

Agency Redesign

Partnerships are focusing on issues related to agency redesign, including budget, reorganization and downsizing. A primary goal of partnerships is to streamline Government while at the same time involving employees in decision-making, attempting to maintain a productive work environment, and easing the transition of employees who are adversely affected.

To illustrate, one *NPC Focus Group Study* participant told how his agency is restructuring along functional rather than geographic lines to reduce travel costs and improve employee retention:

"Unions have participated in all of these efforts and have committed themselves to helping make the organization smaller, which we're all dedicated to in such a way as not to RIF [reduction-in-force] folks."

True benefits of partnership can be seen in agencies where reorganizations are occurring. One *NPC Focus Group Study* participant told how his agency had a major reorganization that normally would have been stuck at the bargaining table for months and months. Through union-management cooperation, the group was able to implement the reorganization plan swiftly, with minimal disruption to employees. He felt that decline in morale and decrease in productivity were eliminated because employees knew what was happening and were involved before it happened. Another focus group participant said:

"I think one direct effect partnership has had on our agency is that we are now going to reorganize. Under the reorganization, it all came about out of the partnership council. We asked, 'What's good for you?' 'What is our focus, our mission?' 'How are we going to accomplish this?' We came together as a unit, not as labor and management. One of the reasons why we are successful is because it started at the top and it went right on down to the staff persons."

There are numerous examples of partnerships working on agency reorganizations. The New Jersey National Guard and employees represented by AFGE Local 371 agreed to a complete reorganization that did not call for layoffs. At the Veterans Administration Hospital in Bronx, NY, management and AFGE Local 1168 are using self-directed work teams to make changes in the way the Medical Administrative Service operates.

As agencies are reorganizing and downsizing, part of the success of partnership is that management and unions are sharing information and solving problems jointly.

Quality of Work Life

The scope of issues addressed by partnership councils varies depending on the needs of the agency and the union. Partnerships are addressing a broad range of employee and quality of work life issues, including the physical work environment, health and safety issues, training and development, and others.

Eighty-two percent of union respondents to the *NPC Survey* report that partnership increased their participation in job-related decisions to a great extent. Sixty-four percent of respondents also report that partnership results in improved quality of work life, and 62 percent report that it improved morale. (See chart, p. C-14)

A key factor affecting the agendas of partnerships is the maturity of the labor-management relationship. Some partnership councils focus their efforts on issues that impact the entire organization. Others take a more inclusive approach by taking on issues that impact individual employees as well as issues that impact the entire organization. Most partnerships maintain the flexibility to expand their roles as necessary. As one interviewee reported, *“The LMPC (labor-management partnership committee) may address any issues that affect employees across the Department, including issues connected with the Department’s strategic plan.”*

“The key to success is development of a high level of trust. Without trust, some issues may never be brought to the table.”

NPC Interview Participant

Partnership Improves Relationships

Until two years ago, the relationship between labor and management at the Manhattan District Internal Revenue Service was “all out trench warfare, with grievances and unfair labor practices flowing like water,” according to the NTEU Chapter 47 President.

Then came Executive Order 12871 in 1993. A reorganization in agency management, coupled with a recognition by both parties that it was time to try something new, brought about renewed efforts to partnership.

Since then, the District and Chapter 47 have collaboratively implemented quality action teams, the District’s relocation, and diversity/EEO and ethics programs. The partnership was awarded the 1995 Society of Federal Labor Relations Professionals’ annual Labor-Management Cooperation Award.

Part Four: Approaches Taken In Forming Partnerships

To fully explore the impact of labor-management partnerships throughout the executive branch, it is necessary to take a look at the factors that inspire successful partnerships, the barriers partners are facing, and some ways labor and management are overcoming those barriers.

What Makes Successful Partnerships?

While there are different viewpoints on what constitutes a successful partnership, it is the widespread opinion among partnership councils that trust is the essential ingredient for a successful partnership. In fact, respondents to the 1995 NPC Survey point to lack of mutual trust as the main obstacle to the development of effective labor-management partnerships. (See chart, p. C-20)

Both labor and management must step out of their traditional position-based roles and identify common goals and objectives to assist them in achieving trust. Once the parties trust each other, conflict is reduced to a level at which it can be managed successfully.

The most common methods in developing trust are securing support and commitment to partnership by the higher level officials of management and the union, training and facilitation, and communication and information sharing. The extent to which these methods are utilized varies considerably from one partnership to the next. However, it is the general opinion that these methods are essential in developing trust, thus leading to an effective and successful partnership.

“Partnership means walking the walk and talking the talk.”

NPC Interview Participant

Support and Commitment

Those who were interviewed and who participated in the *NPC Focus Group Study* emphasize the importance and significance of top level support from both management and unions. One partnership council representative said , *“Partnership is not just a council, it is a commitment to the process at all levels.”* A visible show of support from the top level officials of management and the union sends a message to lower level managers, employees, and union officials that partnership is valuable. It shows that the parties are committed to partnership to ensure the accomplishment of the agency’s mission during this time of streamlining and redesign.

In most cases, this support is demonstrated through the active participation by top level management and union officials on the agency-level partnership council. In a small number of instances, top level management and union officials appoint other individuals to the council to represent them while they maintain active support of the council. The overall consensus is that a lack of support and involvement from top level officials of management and the union is a major barrier to partnership efforts at lower levels.

Representatives from many successful partnerships tell the NPC that top level support also ensures that the council will consist of members with the authority to make decisions on behalf of the parties. The amount of council members’ authority becomes more significant as the council plays a more active role in the decisions that impact the overall organization. One partnership council member described it this way:

“We are in this together.”

NPC Interview Participant

“My strongest councils include an executive officer of a n activity...someone who has the clout and power to make a decision in the LMPC [Labor-Management Partnership Council]. If you get people from management that are too far down the ladder, they can’t make the decisions.”

“Building trust takes both training and time.”

NPC Interview Participant

“Offsite training, away from the work environment, was important in order to break down the barrier of distrust...to get to know each other better outside official roles as ‘union’ or ‘management,’ and to be seen as individuals with common interests.”

NPC Interview Participant

If a member of the council does not have the authority to make any decisions, the effectiveness of the partnership may be diminished.

Training and Facilitation

Significant tools in developing trust are training and facilitation. Some form of partnership training is generally considered essential for a successful partnership. As one focus group participant noted, *“Preparing participants for partnership led to success.”* Training for partnership should be done jointly, with both labor and management receiving training simultaneously. Training may be obtained by labor-management partners to get the necessary tools to act in partnership or to understand the benefits of partnership.

As partnerships are starting out, they often benefit from facilitators who are objective third parties from outside the agency. Facilitators help the parties jointly set goals. They also provide the tools for processes such as consensus decision-making and interest-based problem solving, and provide feedback and intervention to help the parties achieve their goals. As partnership matures, they often continue to benefit from facilitators within the agency who have been trained to work with labor-management partnerships.

Many participants say that if partnership council members are not fully committed to the concept of partnership, the most essential type of training, initially, is training that educates the parties about partnership and its benefits. Without this full commitment to the process, training that simply provides the necessary tools to do partnership may not be effective. A full commitment is essential in achieving trust between union and management. There are various types of training available that advocate partnership. One common type is relationship or team building that provides the parties an opportunity to set aside their differences and work together toward common goals and objectives.

“Training has assisted in creating higher levels of trust.”

NPC Interview Participant

“Train intensively for partnership and expand that training to all.”

NPC Interview Participant

If a partnership council is fully committed to the concept, there are many types of training available to assist the parties in operating the council. The type of training received and delivered by various partnership councils varies, depending on the mission of their agencies. Training may include such areas as general orientation to partnership, interest-based bargaining, team building and alternative dispute resolution.

The timing of training may vary, depending on the council and the reasons for the training. In the *NPC Focus Group Study*, some participants stated that training should be accomplished before the partnership council drafts a charter. Others believed that training should be accomplished “just-in-time,” or only when necessary to meet specific needs at a given time. Often, “just-in-time” training occurs as partners work together on specific issues such as budget.

The issue of who receives training is important. In many cases, partnership council members are the only individuals to receive partnership training. Usually, this training assists them in establishing and running the council. As a result, training is often limited to upper level union and management officials. While some training is provided to lower level union officials, management officials and front-line employees, these groups are often overlooked in partnership training.

Respondents to the *NPC Survey* reported far less training for line managers and other employees than for partnership participants. For example, while 60 percent of the partnership participants had received training on teambuilding, they reported that only 38 percent of the managers and 31 percent of other employees had received similar training.

Successful partnerships recognize the importance of expanding training beyond the members of the council. As one interviewee put it, “*Get as much training as possible, and do it jointly. Train everybody, not just the partners.*”

“Implementation of council decisions is easier due to the involvement of the union members as part of the decision-making process and employee input on issues.”

NPC Interview Participant

“Joint problem-solving in a partnership arrangement has contributed to better quality decisions and implementation of the council decisions.”

NPC Interview Participant

The type and amount of training varies from council to council. One of the NPC focus groups was made up of third-party neutrals with extensive experience in facilitating and assisting labor and management in establishing and maintaining partnerships. As one third-party neutral stated: *“There is no formula for success in training for partnership.”* Training in itself will not always produce trust or result in a successful partnership. However, it has been found to be a powerful tool in helping many union and management officials overcome challenges and obstacles faced by partnership councils.

Communication and Information-Sharing

One partnership council member who was interviewed noted: *“The value and success of our partnership is the fact that we are continuously sitting down and discussing problems that we all have identified The fact that we are informed with this free flow of information that’s necessary to make decisions.”* Predecisional involvement by the union may minimize misunderstandings between the parties and, in many cases, eliminate the need for extensive negotiations over a change.

Open communication also provides union and management an opportunity to resolve many issues on an informal basis, thus reducing grievances and unfair labor practice charges. It assists the parties in building the foundation of trust and respect necessary for a successful partnership.

Once a partnership council is formed, the continued existence and success of that council depends significantly on its ability to communicate and share information. This includes communicating and sharing information with front line employees as well as between the union and management.

Communication and information-sharing between union and management are instrumental in the success of the partnership. This goes to the heart of partnership. Keeping the lines of communication open and sharing information with the unions as it becomes available allow the union to provide input and suggestions before

“Better communication and finding common objectives through partnering will both help build trust.”

NPC Interview Participant

final decisions are made on matters impacting working conditions.

Next, it is important to keep the lines of communication open between partnership councils and front line employees, including front line managers. In most cases, these individuals will be responsible for implementing the goals and objectives established by the partnership council. Partners say it is vital to keep these workers informed of what is going on in their partnership.

Regular publicity ensures that employees are aware of the accomplishments of their partnership and, in many cases, helps the employees feel they are part of the process. One focus group participant said that, *“Publishing what we come up with in our partnerships lets everybody know--managers and employees--what’s going on. Everybody needs to know instead of staying in that vacuum.”*

It is also important to keep open the lines of communication between the employees and the council. Giving employees direct access to the council allows them to provide suggestions and ideas that may assist in the overall goal of making the Government work better and cost less.

Finally, there are many methods available to communicate and share information, whether it be between union and management on the partnership council or between the partnership council and front line employees. The most common communication tools include staff meetings, all-hands meetings, electronic mail messages, agency/union newsletters, and even word-of-mouth. (See chart, p. C-7)

Barriers to Partnership and Ways To Overcome Them

Participants in NPC data collection efforts indicate that the primary barriers to partnership include lack of mutual trust, opposition of the parties to partnership, unclear partnership objectives, restrictive governmentwide law and regulation, insufficient resources, and inadequate communication and information-sharing.

As one might expect, reductions-in-force and budget problems have often placed tensions on labor-management partnerships. Thirty-four percent of respondents to the *NPC Survey* said mandated RIF and budget problems were an obstacle to the development of effective labor-management partnerships. However, what serves as a barrier for some partnerships proves to be a catalyst to the success of others. Some of the most effective partnerships are Department of Defense installations that face potential or actual base closure.

It is important to note that not all of these problems evidence themselves in a given partnership. Further, some barriers impact a partnership only at specific stages of its development. For example, the barrier of “old attitudes” is primarily a problem at the initial stage of a partnership.

Old Attitudes and Culture

The members of partnerships who participated in focus groups and interviews described many attitudes and cultures that inhibit partnership. In civilian agencies, senior executives and “old line union officials” were often identified as being resistant to partnership because they perceived it as invading their area of power or control.

“...all organizations have upper managers, executive service types, who have been around a long time and they come with a lot of baggage...My biggest roadblock is being accepted by them, trying to let them know that I do support management, but I support this new culture.”

NPC Focus Group Participant

“I don’t think it’s sufficient to have commitment from top management and the union. I think the middle of this structure has to be reassured, has to see how it can benefit their job... First line supervisors are very threatened by partnership approaches...”

NPC Focus Group Participant

Partnership does call for revolutionary changes in thinking . Most officials know how to operate using the old rules, but not all are comfortable with change. Some see the NPR goals and labor-management partnership as a passing fad.

A goal of reinvention is to reduce multiple levels of supervision and management. Some middle managers feel threatened and under attack. They may hesitate in supporting partnerships that are working to streamline management and eliminate levels of supervision. One focus group member expressed her thoughts on this issue:

“I think reinvention itself is a barrier. The people needed to make this work are the ones that are under attack- - namely, the middle managers. With reinvention and downsizing and reducing supervisory ratios, they are not very willing players at this point in time. They are threatened.”

Another partner stated as a barrier “lack of local manager support for partnership.” Another identified the difficulty of “gaining support from first-line supervisors, managers and the general workforce for the concept of partnership” as a barrier to partnership.

Many focus group and interview participants from the Department of Defense (DoD) feel that the military culture can be a substantial impediment to partnership due to its authoritarian and hierarchical nature. One focus group member said, “Within DoD, the military mindset and changing it has been one of my biggest challenges They say ‘We’re the boss and that’s the end of it.’ ”

One participant reported that a barrier for her partnership was “first-line supervisor resistance to partnership with traditional, adversarial relationships valued.” Put another way, “Fighting was fun.”

“If you have more than one union, I think a better council is one that has all unions on one council as opposed to two or three separate councils. It’s better to have all the unions on one because diverse issues are brought to the table...”

NPC Focus Group Participant

Sometimes focus group and interview participants referred to the attitudes and culture described here as “old baggage.” Labor and management are used to taking positions and negotiating to agreement from those positions. This approach, however, is time-consuming, expensive and frequently results in a third-party making decisions for an organization.

The most important tool used by virtually all participants to change attitudes and culture that inhibit partnership is training. Training is a key element in overcoming adversarial approaches to labor-management relations, the naysayers, the unenthusiastic and the uninformed. Joint training that introduces the concept and benefits of partnership and interest-based bargaining is usually one of the first types of training considered. Partners usually decide what best suits their needs from the broad range of training available.

Those interviewed encouraged others involved in a partnership effort not to forget that middle managers, first-line supervisors, union stewards and the workforce at large also need to be trained on the concept and value of partnership.

Questions of Council Composition

The three most common issues related to council composition are the frequent turnover of council members, forming partnerships in a multiple-union environment, and the question of “Who belongs on the council?”

Turnover and changing members of councils, which bring new personalities to the partnership, were described by many focus group participants as constant barriers. Turnover causes partnerships to face “starting over in building trust and relationships.” Many of the DoD partnerships interviewed cited turnover as a problem simply because military rotation is inevitable.

Other focus group participants suggested that dealing with multiple unions was a problem. Many felt that when there are multiple unions there should not be separate partnerships. Partnership is generally more

effective when all union locals at an activity are on one partnership council. However, where consensus among all parties cannot be reached on creating a multiple-union partnership, separate councils help assure the broadest employee participation in the partnership process.

The issue of council composition also raises the question of inclusion of middle managers. Managers and supervisors may be perceived as barriers unless they are involved in the process. Two participants in the third-party neutral focus group raised the issue of whether to involve non-bargaining unit employees in partnership. However, there is no consensus among the members of the National Partnership Council on this question.

For most partnerships, if council composition is considered a barrier, it is because council composition was not sufficiently broad or inclusive. *“Broad level representation on the council is important for getting the process started and accepted”* is the advice offered by one partner.

NPC interview participants recommend including as many viewpoints and groups in a partnership as possible. A focus group member even encourages the National Partnership Council to *“make it known that all the decision-makers need to be present in a partnership.”* The rationale for this inclusion is that discussions benefit from the variety of the opinions coming from a diverse group.

A key to success is for the parties to jointly decide the size of the partnership council and come to consensus on the composition best suited to the agency’s mission and the goals of the partnership. Successful partnerships also acknowledge and anticipate turnover. When turnover is known in advance, partnerships bring in the new member early as an observer before the old member departs. Sometimes a new military commander or supervisor “shadows” the outgoing military member and establishes a relationship with the council before actually taking on a member role. New members also receive the training that will give them needed partnership skills and tools.

“What we’re running into now are those kinds of things that are either statutory or regulatory in terms of position descriptions, classification, etc., that may get in the way of management being able to deliver on its promise to [do] partnership and do things most effectively and efficiently for the agency.”

NPC Focus Group Participant

“We’re still wrestling with the relationship between ourselves and labor relations...Trying to straighten out when you get into bargaining and when you don’t.”

NPC Focus Group Participant

Governmentwide Law and Regulation

Partners cite existing laws and regulations as barriers to partnership. These include problems with classification of positions for team leaders working on partnership issues, labor law issues, and regulations that do not adapt well to team approaches. They feel that the current system does not have the flexibility or personnel tools needed to enable, encourage and enhance partnership efforts.

Some of those interviewed described frustration in resolving “conflicts” between the current labor-management relations statute and the Executive Order. One person stated, “*Outdated systems of reward, discipline and performance are a barrier.*” Another partner said “*Rules and regulations are not going away, and there are no new rules that would enhance partnership.*”

One focus group member suggested the NPC “*elaborate on the Executive Order.*” Another proposed the creation of a partnership statute. It was suggested at the very least that “*Some of our labor law definitely needs to be looked at and made so it’s not so constricting to us so we’re more able to play outside of the box.*”

Successful partners advise first recognizing whether the regulation is something that can be changed locally. If so, they say, involve the proponent of the regulation in the discussion and development of a solution. Second, they say, if the law or regulation is issued by a higher authority, highlight and elevate problems and concerns through the chain of command. Partnerships need to do what they can locally and take advantage of whatever flexibilities are available to them.

Definition, Roles, and Responsibilities Of Partnership

Several barriers that fall under this category include : determining the role of national, agency -level councils, limiting the topics to be addressed through partnership, arriving at a definition of partnership, determining the authority of a partnership council, and the “non-enforcement” of the mandate to partner.

Focus group participants discussed concerns about national , agency-level partnerships making decisions that bind local organizations. They say there is a need for understanding the role a national-level partnership plays. Headquarters-level focus group participants described the role of headquarters partnerships as that of “champion” and cheerleader.

There was considerable discussion among all the focus groups of the desire or need for a definition of partnership that would guide partnership structure and issues. This need seemed to be based on fears about the potential loss of authority on the part of middle and lower management, as well as frustration on the part of employees that they might not get the opportunity to make decisions about how their organization will operate.

“Partnership is building a community, but a community that accepts its diversity and recognizes the choices before it for collective action.”

NPC Focus Group Participant

Several comments centered on what matters are appropriate for partnerships to address and what matters are properly considered under the labor-management relations statute. In other words, “When are decisions made by partnership deliberations versus collective bargaining?”

Another basic question raised about council authority is, “*Are we decision-making or are we advisory?*” Some union participants expressed frustration because management had not acted on the requirement to form partnerships and there did not seem to be an effort to make them do it. One person stated, “*I just don’t know how people in management can get away with not addressing the Executive Order or doing the things they have to do.*”

While many of those interviewed express a desire for more guidance on partnership from their agency or the National Partnership Council, others advise partners to “*Just do it*” and “*Think out of the box.*” In other words, partners are encouraged to work out among themselves what their partnership will be.

Partnerships decide what issues they will deal with and many times define their scope in a partnership agreement. Those interviewed advised providing enough flexibility in a partnership arrangement so that it can change direction or broaden its scope should the partners desire to do so.

Partnerships might look to the National Performance Review goals as a focal point for defining themselves, the roles and responsibilities of their members, and the issues they will address. The need for self-definition and goal identification is valid for a partnership at any level of the Government.

“Provide for a council budget to ensure that training and other council-related costs have the resources to conduct business.”

NPC Interview Participant

Insufficient Resources

The issue of limited resources for partnership also arose as a barrier. In the minds of participating individuals, no provision was made for the allocation of resources to support partnership efforts after the Executive Order was issued, unless agencies set aside funds at the local level. Third-party neutrals felt that a lack of support for resources and additional funding for provider agencies has frustrated some in getting started in partnership.

Virtually all parties interviewed have had to support partnership by shifting resources from some other effort. One focus group member put it very succinctly, “*It takes money.*”

Another resource that is stretched is the time of union representatives. One partner stated that a barrier for her council is “*Stretching the union resource base to cover all the management meetings we are now invited to . . . with downsizing further aggravating this!*”

Partnerships are encouraged by those interviewed to define and make known within the chain of command their need for resources. Resources include, at the very least, time and money. Many council representatives stated they had a budget for partnership work.

The problem of how much time and how that time will be charged for union representatives is one that may be best worked out at the local level. Networking with other partnerships on this issue is a suggestion offered by several of the partners interviewed. They suggest taking advantage of the hard work others have done by asking them to share their solutions to common problems.

“You need that informal contact--toss the title, the armor. We do have common interests. We want our work, we want to get the job done, and we want to do a good job, too!”

NPC Interview Participant

“Figure out a way to start talking and then keep going.”

NPC Focus Group Participant

“Those that don’t have a partnership need to sit in a room and discuss the problems. The fact of the matter is you sit down and you start listening and you start talking. Communicate with the people you’re going to do it with and do it informally.”

NPC Focus Group Participant

Inadequate Communication and Information-Sharing

As stated earlier, communication and information-sharing are deemed critical in terms of the success or failure of a partnership. One of the partners interviewed stated that “*a reluctance to discuss management problems*” is a barrier to success. Another said that her partnership was impeded by “*little communication which was mostly one way...*”

Another focus group participant shared the conclusion that “*not communicating properly*” was the basis for failure of his council to obtain the commitment of its workforce to partnership. Other focus group participants noted that elements of making a partnership work are “*early involvement in issues*” and “*pre-decisional involvement.*” Clearly, focus group members feel that the lack of this involvement is a roadblock to partnership.

Prime ways to overcome many of the barriers to successful partnering are good communication and information-sharing. It is clear that labor and management will not be able to come to consensus on an issue of mutual concern unless they are talking to each other, and have a common information base as the means of understanding the issue.

One problem can be establishing communication and initiating the sharing of information. Many of the partners interviewed said one of the sides simply had to take a risk and make the first move to give information to the other.

Focus group participants also encourage risk taking, not only in terms of initiating partnership, but as a needed element throughout the partnering process. The partners emphasize training as a method of creating the trust that is the basis for the open sharing of information. They also stress consciously setting up a good communication system.

Part Five: Role and Accomplishments of the National Partnership Council

National Partnership Council Charter

The role and activities of the National Partnership Council (NPC) are outlined in section 1(b) of Executive Order 12871:

The Council shall advise the President on matters involving labor-management partnerships and promoting partnership efforts in the executive branch. Its activities shall include:

- (1) supporting the creation of labor-management partnerships and promoting partnership efforts in the executive branch, to the extent permitted by law;*
- (2) proposing to the President by January 1994 statutory changes necessary to achieve the objectives of this order, including legislation consistent with the National Performance Review's recommendations for the creation of a flexible and responsive hiring system and the reform of the General Schedule classification system;*
- (3) collecting and disseminating information about and providing guidance on partnership efforts in the executive branch, including results achieved, to the extent permitted by law;*
- (4) utilizing the expertise of individuals both within and outside the Federal Government to foster partnership arrangements; and*
- (5) working with the President's Management Council toward reform consistent with the National Performance Review's recommendations throughout the executive branch.*

The charter for the National Partnership Council was approved and filed on November 2, 1993 (Appendix A). The Council held its first meeting on November 19, 1993, and has met regularly ever since.

The Council outlined its objectives and activities for 1994 in its *Strategy to Promote Change* and for 1995 in its *Strategic Action Plan*. Both strategic plans included various objectives and activities to:

- promote, support and assess partnerships in the executive branch;
- promote training in partnership throughout the executive branch; and
- recommend and support changes in labor-management relations.

National Partnership Council Accomplishments

Recommendations to the President for Human Resources Management Reform

As outlined in section 1(b)(2) of Executive Order 12871, an initial, key NPC activity was to develop legislative options and recommendations for the President on human resources management reform. In January 1994, the NPC submitted its *Report to the President on Implementing Recommendations of the National Performance Review*.

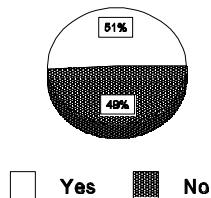
The NPC's report to the President made recommendations for statutory reform of Federal hiring, pay, job classification, performance management and labor relations in the Federal Government.

The National Partnership Council cited five principles as the basis for its recommendations:

- (1) The Federal workforce is valued as a full partner in substantive as well as procedural decision-making. This means that unions and agencies work together as partners to transform the way organizations are structured, work is performed, and services are delivered.
- (2) Problems are identified and resolved through consensual rather than adversarial methods.
- (3) Collective bargaining promotes the public interest. It promotes partners' ability to deliver high-value goods and services to the public and fosters Federal organizations' shared values through innovative approaches.
- (4) Dispute resolution processes are fair, simple, determinative, fast, and inexpensive.
- (5) Union effectiveness is one of the cornerstones of the productive workplace partnership.

The National Partnership Council's recommendations for civil service reform provided input for the Clinton Administration's proposed *Federal Human Resources Management Reinvention Act of 1995*, a draft bill that includes reform of the hiring, performance management and classification systems; labor law reform; modification of the demonstration project authority; establishment of alternative personnel systems; and OPM redesign provisions.

Are You Familiar with the
NPC Partnership Handbook?



Source: 1995 NPC Survey Item 4

Nearly 7,000 copies of the National Partnership Council's Partnership Handbook have been distributed to agencies, unions, state and local governments, non-profit organizations and the private sector.

Partnership Handbook

In July 1994, the Council prepared and disseminated a *Partnership Handbook* to agencies, unions, and other interested parties. The *Handbook* was developed jointly by representatives of Federal unions and Government agencies to assist parties in creating or improving existing partnerships by providing tools, resources, and references. Nearly 7,000 copies of this handbook have been distributed to agencies, unions, state and local governments, non-profit organizations and the private sector. It is available from the National Partnership Clearinghouse discussed below.

National Partnership Clearinghouse

The Council established the National Partnership Clearinghouse, which is maintained by OPM. Since July 1994 it has provided Federal agencies, unions and the public with publications and background materials on the NPC; labor-management partnership agreements; guidance on how to set up and maintain partnerships; first-hand stories of partnership and case studies; a speakers bureau; partnership assessment tools and employee surveys; training materials, books, pamphlets, and articles; and audio and video tapes on partnership.

Many of the Clearinghouse's materials are available through OPM Mainstreet, an electronic bulletin board system that can be accessed by dialing (202) 606-4800 with a modem and communications software. Additional materials and information may be obtained by calling the Clearinghouse at (202) 606-2940.

Public Outreach Activities

Since its inception, the Council has held nineteen public meetings at which partnership issues have been discussed. Fifteen partnership successes have been showcased. Recognizing that 80 percent of Federal employees are in other parts of the nation, the Council has attempted to bring its work on partnership to locations outside of Washington, DC. Consequently, meetings have been held in Philadelphia, Chicago, Atlanta, and Oakland, CA. Future meetings are planned for Dallas, TX and Boston, MA, with additional locations to be selected later.

Council members have visited Federal activities in three cities. At Chicago O'Hare International Airport, the Council met with representatives of the Chicago District of the U.S. Customs Service

“The NPC will collect, communicate, and utilize data and information illustrating keys to successes and barriers to partnership...and engage in efforts designed to measure the formation, conduct and achievements of partnerships.”

NPC 1995 Strategic
Action Plan

Information Collection Activities:

Demographic Data

•1994 Assessment of Partnership Activities

•1995 Follow-up Partnership Activities Questionnaire

Perceptual Data

•1995 Survey of Participants in Labor-Management Partnership

•Focus Groups

Case Studies

•Progress in Partnership Interviews

and NTEU and saw firsthand how, through partnership, they have made improvements in combating drug smuggling. At the Atlanta Region of the Social Security Administration, members reviewed how partnership with AFGE improved the quality of customer service provided to disability applicants. In San Francisco, the Council visited the San Francisco Mint and AFGE to learn about their partnership.

Information Collection Activities

Section 1(b)(3) of Executive Order 12871 outlines the activities of the National Partnership Council to include *"collecting and disseminating information about, and providing guidance on, partnership efforts in the executive branch, including results achieved, to the extent permitted by law."* The NPC has embarked on a number of information collection activities to fulfill its strategic priorities to "sell success," help overcome selected common problems, and stimulate assessment of partnerships.

The information and data gained from these research activities has been used to compile this report.

•1994 Assessment of Partnership Activities

Within a year of President Clinton's signing of Executive Order 12871, the NPC distributed a questionnaire asking agencies and unions nationwide to report on their partnership activities. The National Performance Review recommendations and the Government Performance and Results Act of 1993 created a mandate for measuring public sector results. In order to focus its work efforts for 1995 and to successfully evaluate the effectiveness of labor-management partnerships, the NPC felt it was necessary to establish a baseline of information.

To establish this baseline, the 1994 questionnaire focused on activities such as establishing partnership councils, entering into partnership agreements, and training conducted on partnership. The Council found that as of October 1994:

- Labor-management partnership was beginning to take hold in the executive branch. Twenty-three percent of all bargaining units at that time participated in partnership councils, and 17 percent of the units had partnership agreements.

- In terms of employees, 55 percent of bargaining unit employees were in organizations that had partnership councils and 53 percent of the employees were in organizations that had partnership agreements.

- A significant amount of training in partnership had been conducted, primarily for council members and management officials.

•1995 Follow-up Partnership Activities Questionnaire And 1995 Survey of Participants in Partnership

In 1995 data collection methods were expanded. The Council administered an updated questionnaire to agencies and unions, sent out a survey to partnership participants, and conducted focus group meetings and interviews to assess the impact of labor-management partnerships.

In March 1995, the NPC mailed a *Follow-up Partnership Activities Questionnaire* to every bargaining unit in the executive branch, and asked agency and union representatives to complete the questionnaire jointly. The main purpose of the questionnaire was to update the information collected by the NPC in 1994 on the number of partnership agreements and councils that have been established. The follow-up questionnaire showed an increase in the number of partnership councils and agreements. The findings of the questionnaire are discussed in *Part Two: Partnership Progress Throughout the Executive Branch* and in Appendix E.

In addition to the questionnaire, a survey was sent in June 1995 to individual participants in labor-management partnerships. It asked for factual information on partnership implementation activities, as well as perceptions and attitudes toward labor-management partnership. Data obtained from the survey helped to measure progress in promoting cultural change and in using partnership to achieve a Government that works better and costs less.

***“We believe that by
recognizing labor-
management partners, we will
stimulate further partnership
activity and encourage
agencies and unions to work
together in creating a
Government that works better
and costs less.”***

James B. King,
OPM Director and NPC Chair,
announcing the National Partnership
Award

•Focus Group Project

In April 1995 the National Partnership Council sponsored the establishment of eight focus groups nationwide to learn about keys to success and barriers to partnership. Over seventy-five individuals from a variety of agencies and unions participated in the project. The Council is using the information gathered from the focus groups to develop and publish guidance on keys to success, overcoming barriers, and assessing partnerships.

•Progress-in-Partnership Interviews

During March and April 1995, forty-eight interviews were conducted with labor and management partners. The purpose of these and future interviews is to gather, publish, and disseminate information on partnership success stories, keys to success of partnership, and barriers to partnership. Many federal employees have been eager to learn how others formed their partnerships.

Partnerships identified from sources such as news articles, union and agency newsletters, and previous efforts to develop success stories were contacted and interviewed by OPM and Department of Defense staff. The *Progress-in-Partnership* interviews are a popular resource and are available through the National Partnership Clearinghouse.

National Partnership Award

In July 1995, the National Partnership Council asked agencies and unions to showcase their successful labor-management partnership efforts and accomplishments by nominating them for the National Partnership Award.

As of August 31, 1995, the cutoff date for the initial round of awards, 150 nominations have come in. An award ceremony is planned for the end of calendar year 1995.

Training Pays Off!
“...the integration of

In its January 1995 Outreach Survey, the FLRA’s Office of the General Counsel found that 75 percent of their clients reported *significant or improved relationships* as a result of their outreach programs of facilitation, intervention, training and education in partnership.

partnership training into existing training programs will contribute to the creation of a sustainable partnership environment where the parties have achieved a high level of acceptance of each other’s roles. We urge those agencies and unions that have not already done so to integrate partnership training into their leadership training programs that include line managers, supervisors and union stewards.”

Memorandum from James B. King,
Chair of the National Partnership
Council, to Heads of Executive
Departments and Agencies, and
National Union Presidents

Guidance on Training and Facilitation

The National Partnership Council, through its Clearinghouse, provides the Federal community and interested private and public sector constituents with training information and resources for partnership. The Federal Labor Relations Authority, Federal Mediation and Conciliation Service, Department of Labor and others have mobilized to provide up-to-date training and technical assistance on partnership.

The Council’s emphasis is on joint labor-management training in communication, interest-based problem solving, alternative dispute resolution, partnership techniques and facilitation of partnership efforts. Train-the-trainer approaches are encouraged as cost-effective ways for agencies to learn and spread partnership throughout their organizations.

The NPC’s 1995 *Strategic Action Plan* lists a number of training initiatives. The Council is currently preparing:

- guidance on skills needed to achieve a high performance workplace through partnership;
- an instrument to evaluate training needs; and
- an instrument to evaluate training resource alternatives.

These documents will be issued by the end of calendar year 1995.

Working with the President's Management Council

Section 1(b)(5) of Executive Order 12871 requires the National Partnership Council to work with the President’s Management Council (PMC) “*toward reform consistent with the National Performance Review’s recommendations throughout the executive branch.*” A direct link between the PMC and the NPC is the Deputy Director for Management, Office of Management and Budget, a member of the National Partnership Council who is also Chairman of the President’s Management Council.

National Partnership Council Communications Plan

The NPC drafted a plan in June 1995 that would ensure the implementation of a proactive internal and external strategy to communicate the successes of labor and management working in partnership to improve effectiveness, efficiency and customer service.

Other Accomplishments

As one of its first tasks, the National Partnership Council reviewed and approved guidance for implementing Executive Order 12871, which was distributed by the OPM on December 16, 1993.

In addition, the Council reviewed implementation of the NPR's recommendation to eliminate the 10,000-page Federal Personnel Manual (FPM), endorsed the recommendations developed by OPM, agencies, and unions to sunset the FPM, and provided recommendations for OPM related to developing alternatives to the FPM.

The Council worked with OPM to achieve the rapid sunset of the Standard Form 171, *Application for Federal Employment*. It is also working with the Interagency Advisory Group and OPM to develop career transition services for employees who are being displaced as a result of Government downsizing.

Part Six: Conclusions and Next Steps

Labor-management partnerships are making a substantial contribution to the National Performance Review goal of a Government that "works better and costs less." This success is due to various factors such as top level support and commitment; effective training; trust building; information sharing; and a vision, along with action plans, that focus on more effective government.

As substantial as the accomplishments of partnerships are, they can be fragile. In times of rapid change, resource constraints, and crisis management, it is often tempting to resort to previous methods and styles of leadership, management and relationships. Partnership is a cultural change that requires persistent commitment and attention in the face of barriers to change.

It is essential, therefore, that the first and fundamental "next step" be that of vigorously continuing the work of building and sustaining partnerships. This is done by sticking to the basics of partnership development:

- Top level union and agency support of partnership starting with the President and Vice-President, union presidents, and agency and union leadership throughout the executive branch;
- Comprehensive training that touches all employees, not just partnership "officials," and that includes a range of knowledge and skills related to Government effectiveness, not only relationship building;
- Continuing and improving programs to share information and ideas by participants at all levels--the National Performance Review, the President's Management Council, the National Partnership Council, Federal unions, and individual agencies and their councils; and
- Providing adequate resources to support partnership activities, recognizing that these activities can provide a many-fold return on the investment in them.

The other "Next Step" is also a very basic one that can be summed up as "Address Concerns and Problems." Front-line participants in partnership have identified specific concerns and problems which they believe must be addressed to ensure that partnerships grow. They need the nourishment of attention and action on their issues.

- Attention must be given to gaining greater support from agency and union officials who may not yet understand or accept the benefits of partnership.
- Parties to partnership need to be responsible for resolving conflicts regarding partnership council membership.
- Agencies and unions must give greater attention to the effective implementation of Executive Order 12871.
- Agencies must fully integrate partnership efforts with decisions on restructuring their organizations, redesigning work processes, and quality initiatives.

There is no new discovery or special insight that will ensure that partnerships continue to flourish and grow in the years ahead. Rather, the lesson learned is that there is no substitute for continuing vision, commitment, resources and actions. The National Partnership Council stands ready to continue its work to carry out the mandate of Executive Order 12871, dedicating itself to applying this lesson by building its future agenda around the two "next steps" discussed above.

Appendix A

Executive Order 12871 ***Labor-Management Partnerships***

and

National Partnership Council Charter

Executive Order 12871 of October 1, 1993, Labor Management Partnerships

The involvement of Federal Government employees and their union representatives is essential to achieving the National Performance Review's government reform objectives. Only by changing the nature of Federal labor-management relations so that managers, employees, and employees' elected union representatives serve as partners will it be possible to design and implement comprehensive changes necessary to reform government. Labor-management partnerships will champion change in Federal Government agencies to transform them into organizations capable of delivering the highest quality services to the American people.

By the authority vested in me as President by the Constitution and the laws of the United States, including section 301 of title 3, United States Code, and in order to establish a new form of labor-management relations throughout the executive branch to promote the principles and recommendations adopted as a result of the National Performance Review, it is hereby ordered:

Section 1. The National Partnership Council.

(a) Establishment and Membership. There is established the National Partnership Council ("Council"). The Council shall comprise the following members appointed by the President:

- (1) Director of the Office of Personnel Management ("OPM");
- (2) Deputy Secretary of Labor;
- (3) Deputy Director for Management, Office of Management and Budget;
- (4) Chair, Federal Labor Relations Authority;
- (5) Federal Mediation and Conciliation Director;
- (6) President, American Federation of Government Employees, AFL-CIO;
- (7) President, National Federation of Federal Employees;
- (8) President, National Treasury Employees Union;
- (9) Secretary-Treasurer of the Public Employees Department, AFL-CIO; and
- (10) A deputy Secretary or other officer with department- or agency-wide authority from two executive

departments or agencies (hereafter collectively "agency"), not otherwise represented on the Council.

Members shall have 2-year terms on the Council, which may be extended by the President.

(b) Responsibilities and Functions. The Council shall advise the President on matters involving labor-management relations in the executive branch. Its activities shall include:

- (1) Supporting the creation of labor-management partnerships and promoting partnership efforts in the executive branch, to the extent permitted by law;
- (2) proposing to the President by January 1994 statutory changes necessary to achieve the objectives of this order, including legislation consistent with the National Performance Review's recommendations for the creation of a flexible and responsive hiring system and the reform of the General Schedule classification system;
- (3) collecting and disseminating information about, and providing guidance on, partnership efforts in the executive branch, including results achieved, to the extent permitted by law;
- (4) utilizing the expertise of individuals both within and outside the Federal Government to foster partnership arrangements; and
- (5) working with the President's Management Council toward reform consistent with the National Performance Review's recommendations throughout the executive branch.

(c) Administration.

(1) The President shall designate a member of the Council who is a full-time Federal employee to serve as Chairperson. The responsibilities of the Chairperson shall include scheduling meetings of the Council.

(2) Council shall seek input from nonmember Federal agencies, particularly smaller agencies. It also may, from time to time, invite experts from the private and public sectors to submit information. The Council shall also seek input from companies, nonprofit organizations, State and local governments, Federal Government employees, and customers of Federal Government services, as needed.

(3) To the extent permitted by law and subject to the availability of appropriations, OPM shall provide such facilities, support, and administrative services to the Council as the Director of OPM deems appropriate.

(4) Members of the Council shall serve without compensation for their work on the Council, but shall be allowed travel expenses, including per diem in lieu of subsistence, as authorized by law, for persons serving intermittently in government service.

(5) All agencies shall, to the extent permitted by law, provide to the Council such assistance, information, and advice as the Council may request.

(d) General.

(1) I have determined that the Council shall be established in compliance with the Federal Advisory Committee Act, as amended (5 U.S.C. App. 2).

(2) Notwithstanding any other executive order, the functions of the President under the Federal Advisory Committee Act, as amended, except that of reporting to the Congress, that are applicable to the Council, shall be performed by the Director of OPM, in accordance with guidelines and procedures issued by the Administrator of General Services.

(3) The Council shall exist for a period of 2 years from the date of this order, unless extended.

(4) Members of the Council who are not otherwise officers or employees of the Federal Government shall serve in a representative capacity and shall not be considered special government employees for any purpose.

Section 2. Implementation of Labor-Management Partnerships Throughout the Executive Branch. The head of each agency subject to the provisions of chapter 71 of title 5, United States Code shall:

(a) create labor-management partnerships by forming labor-management committees or councils at appropriate levels, or adapting existing councils or committees if such groups exist, to help reform government;

(b) involve employees and their union representatives as full partners with management representatives to identify problems and craft solutions to better serve the agency's customers and mission;

(c) provide systematic training of appropriate agency employees (including line managers, first line supervisors, and union representatives who are Federal employees) in consensual methods of dispute resolution, such as alternative dispute resolution techniques and interest-based bargaining approaches;

(d) negotiate over the subjects set forth in 5 U.S.C. 7106(b)(1), and instruct subordinate officials to do the same; and

(e) evaluate progress and improvements in organizational performance resulting from the labor-management partnerships.

Section 3. No Administrative or Judicial Review. This order is intended only to improve the internal management of the executive branch and is not intended to, and does not, create any right to administrative or judicial review, or any other right, substantive or procedural, enforceable by a party against the United States, its agencies or instrumentalities, its officers or employees, or any other person.

William J. Clinton

THE WHITE HOUSE,
October 1, 1993.

CHARTER FOR THE NATIONAL PARTNERSHIP COUNCIL

- A. OFFICIAL DESIGNATION: National Partnership Council (Council). The Council was established by Executive Order 12871, dated October 1, 1993.
- B. OBJECTIVES AND SCOPE: The Council is charged with advising the President on matters involving labor-management relations in the executive branch and promoting a partnership among managers, employees, and employees' representatives to bring about changes necessary to permit Government organizations to deliver the highest quality services to the American people.
- C. DURATION: The Council will have continuing responsibility for advising the President during its existence. The Council shall exist for a period of two years unless extended by the President.
- D. OFFICIAL TO WHOM COUNCIL REPORTS: The Council reports to the President. By Executive Order 12871, the President has delegated his functions under the Federal Advisory Committee Act, except that of reporting to the Congress, to the Director of the Office of Personnel Management (OPM).
- E. AGENCY PROVIDING NECESSARY SUPPORT: OPM is responsible for providing administrative services and support to the Council.
- F. COMMITTEE RESPONSIBILITIES: The National Partnership Council is responsible for:
 - (1) supporting the creation of labor-management partnerships and promoting partnership efforts in the executive branch, to the extent permitted by law;
 - (2) proposing to the President statutory changes necessary to achieve the objects of Executive Order 12871, including legislation consistent with the National Performance Review's recommendations for the creation of a flexible and responsive hiring system and the reform of the General Schedule classification system;

- (3) collecting and disseminating information about, and providing guidance on, partnership efforts in the executive branch, including results achieved, to the extent permitted by law;
- (4) utilizing the expertise of individuals both within and outside the Federal Government to foster partnership arrangements; and
- (5) working with the President's Management Council toward reform consistent with the National Performance Review's recommendations throughout the executive branch.

- G. ESTIMATED ANNUAL OPERATING COSTS IN DOLLARS AND FULL-TIME EQUIVALENTS: The operating costs of the Council will vary depending upon the number of meetings held during the year and the level of work involved in staffing matters for discussion at the meetings. The estimated annual operating costs of the Council are \$300,000 and four staff years.
- H. ESTIMATED NUMBER AND FREQUENCY OF MEETINGS: The number and frequency of meetings of the Council will vary according to the particular subjects being considered but are expected to occur at least monthly.
- I. TERMINATION DATE: Unless extended by the President, this charter will expire on October 1, 1995.
- J. FILING DATE: November 2, 1993.

APPROVED:

James B. King
Director
Office of Personnel Management

Appendix B

NPC 1995 Strategic Action Plan

EXECUTIVE SUMMARY

NATIONAL PARTNERSHIP COUNCIL 1995 STRATEGIC ACTION PLAN

NATIONAL PARTNERSHIP COUNCIL CHARTER : Executive Order 12871

NPC STRATEGIC GOAL

To institutionalize labor-management partnerships in Federal agencies for the purpose of achieving the National Performance Review goal of creating a government that "works better and costs less."

NPC OBJECTIVES

To support the NPC Charter as stated in Executive Order 12871, the NPC objectives for 1995 are:

OBJECTIVE 1. TO PROMOTE CULTURAL CHANGE.

**OBJECTIVE 2. TO SUPPORT NPC-RECOMMENDED
CHANGES IN LABOR-MANAGEMENT RELATIONS.**

OBJECTIVE 3. TO ASSESS OUTCOMES .

NPC STRATEGIC ACTIONS

Objectives

Advanced

Activities

1, 2 and 3	The NPC will collect, communicate, and utilize data and information illustrating the successes of labor and management working in partnership to improve effectiveness, efficiency, and customer service. <i>Priority: "sell" success.</i>
1, 2 and 3	The NPC will collect, analyze, and utilize data and information concerning existing barriers and impediments to the formation and success of labor-management partnerships, how parties have overcome the barriers, including training activities, incentives to create successful partnerships, and how parties manage conflict. <i>Priority: help overcome selected common problems.</i>
1 and 3	The NPC will engage in efforts designed to measure the formation, conduct, and achievements of partnerships. <i>Priority: stimulate assessment.</i>

NATIONAL PARTNERSHIP COUNCIL STRATEGIC ACTION PLAN

NATIONAL PARTNERSHIP COUNCIL CHARTER: The National Partnership Council (NPC) was created on October 1, 1993, by Executive Order 12871, "Labor Management Partnerships." The NPC was created to "establish a new form of labor-management relations throughout the Executive Branch to promote

the principles and recommendations adopted as a result of the National Performance Review." The Executive Order provides:

The Council shall advise the President on matters involving labor-management relations in the Executive Branch. Its activities shall include:

- (1) supporting the creation of labor-management partnerships and promoting partnership efforts in the executive branch, to the extent permitted by law;
- (2) proposing to the President by January 1994 statutory changes necessary to achieve the objectives of this order, including legislation consistent with the National Performance Review (NPR) recommendations for the creation of a flexible and responsive hiring system and the reform of the General Schedule classification system;
- (3) collecting and disseminating information about and providing guidance on partnership efforts in the executive branch, including results achieved, to the extent permitted by law;
- (4) utilizing the expertise of individuals both within and outside the Federal Government to foster partnership arrangements; and
- (5) working with the President's Management Council (PMC) toward reform consistent with the National Performance Review's recommendations throughout the executive branch.

NPC STRATEGIC GOAL

To institutionalize labor-management partnerships in Federal agencies for the purpose of achieving the National Performance Review goal of creating a Government that "works better and costs less."

NPC OBJECTIVES

To support the NPC Charter as stated in Executive Order 12871, the NPC objectives for 1995 are:

- 1. TO PROMOTE CULTURAL CHANGE.**
- 2. TO SUPPORT NPC-RECOMMENDED CHANGES IN LABOR-MANAGEMENT RELATIONS.**
- 3. TO ASSESS OUTCOMES.**

To achieve these objectives, the NPC will engage in the following activities:

STRATEGIC ACTIONS

I. To advance objectives 1, 2 and 3, the NPC will collect, communicate, and utilize data and information illustrating the successes of labor and management working in partnership to improve effectiveness, efficiency, and customer service. Priority: "sell" success.

A. Collect

1. Develop "protocols" for the information to be gathered, and verify all reported success stories by contacting all parties involved.

2. Conduct focus groups of parties and those who have assisted the parties in improving their relationship.

3. In follow-up interviews and/or survey, request further specific data and information focusing on success stories from those parties who respond to the NPC survey.

4. Find out about labor/management relationship and activities among award winners (awards for quality; hammer awards etc.).

5. Request information from regional employees of the neutrals and the parties on successes.

6. Review information already collected by other groups (e.g. NAPA, the Alliance).

B. Communicate

1. Design and implement a pro-active internal and external communications strategy (who to reach and how).

2. Feature successful partnerships in all NPC meetings, including meetings held outside the Washington, D.C. area.

3. Publish and regularly update partnership success stories through the NPC clearinghouse and the Office of Personnel Management electronic bulletin board. Publicize the availability of this resource and how to access it.

4. Enhance the spectrum of speakers on the NPC speakers' bureau by adding individuals from different regions of the country with line management and front-line union perspectives. Identify and encourage targeted speaking opportunities.

5. Publish targeted articles on success stories in union newsletters and bulletins and agency publications.

6. Prepare "talking papers" on success stories and partnership issues for dissemination to trainers/speakers and for use by NPC Members during public discussions of NPC activities and partnership.

7. Present NPC Awards for successes in such areas as relationship building, joint problem solving, quantified improvement in quality, customer service etc.

8. Prepare a NPC Report to the President on progress under Executive Order 12871.

C. Other Uses of This Information

1. Identify common elements of successful partnerships.

2. Provide written guidance and develop criteria as to what constitutes an effective and successful partnership.

II. To advance Objectives 1, 2 and 3, the NPC will collect, analyze, and utilize information concerning existing barriers and other impediments (legal and other) to the formation and success of labor-management partnerships, how parties have overcome the barriers, including training

activities, incentives to create successful partnerships, and how parties manage conflict. *Priority:*
help overcome selected common problems.

A. Collect

1. Utilize the same sources, including focus groups, that are being used to obtain data and information about success stories to reveal legal and other barriers and impediments to parties achieving NPR goals.
2. Request parties in successful partnerships to indicate whether further progress is being impeded by legal or other barriers.
3. Obtain information from the parties during NPC meetings.
4. Meet with management groups, such as Federal Managers Association, the Senior Executives Association, and the Coalition for Effective Change, to identify ways to achieve NPR goals.
5. Consider a partnership facilitation simulation with NPC Members.
6. Extract and summarize legal barriers to partnership from the NPC Report to the President and existing GAO studies.

B. Analyze and Use

1. Compile a list of barriers to partnership, methods to overcome barriers, incentives to partnership and methods to manage conflict.
2. Provide guidance on how to overcome common barriers to partnership at different levels.
3. Problem-solve to help overcome common selected problems, including "people" issues (such as how to deal with resistant managers and union representatives); "how to" issues (such as meaning of "employee", how to deal with unrepresented employees, and compliance with Federal Advisory Committee Act requirements); and other problems where a more consultative role would facilitate the formation and success of partnerships.
4. Identify cost-effective ways of obtaining training.
5. Develop an instrument for parties to determine their training needs.
6. Develop an instrument to evaluate various training resource alternatives.
7. Integrate partnership training into existing training programs; such as union steward training, supervisory training, total quality program training etc.
8. Develop resources for addressing partners' needs, such as: (1) enhancing the clearinghouse's information concerning trainers/providers/change promoters; (2) assisting resolution of resource and resource allocation issues; and (3) creating incentives by working with established awards programs to integrate labor-management partnership as an eligibility or ranking criterion.
9. Develop and implement plan which supports NPC-recommended changes necessary to achieve the principles of Executive Order 12871.

III. To advance Objectives 1 and 3, the NPC will engage in efforts designed to measure the formation, conduct, and achievements in partnerships.

Priority: stimulate assessment.

A. Collect

Collect information on how parties are assessing whether success has been achieved; whether partnerships or partnership agreements exist; what activities are being undertaken by partnerships; the impact of partnership on productivity; the impact of partnership on quality of work and customer service; information concerning various aspects of training activities undertaken under Executive Order 12871.

1. Utilize the same sources for the data and information collection, including focus groups, to identify criteria related to the assessment of partnership activity, and to identify training activities undertaken.

2. Request specific information concerning the measurement of partnership activities; the amount and types of training activities undertaken; who has been trained; who was provider; how has training been evaluated; has training had desired results; what skills have been identified as necessary for successful partnerships; and whether there is a partnership training plan.

B. Analyze and Use

1. Identify and highlight good assessment techniques already in place.
2. Provide guidance on the tiers of success during the various stages of partnership.
3. Issue guidance on skills needed for partnership and high performance workplace.

RESPONSIBILITY FOR NPC ACTIVITIES

1. The foregoing NPC activities will be undertaken by NPC Members and by action teams, composed of representatives of NPC Member organizations.

2. The Executive Secretariat, Office of Personnel Management, will provide logistical and administrative support to the action teams.

3. The NPC Members will specifically charge the action teams with definitive objectives and time frames for completion of the objectives.

COORDINATION WITH PMC

The NPC recognizes the importance of the support of the President's Management Council in achieving the foregoing objectives.

Appendix C

1995 NPC Survey of Participants in Labor-Management Partnerships

A full report on the 1995 NPC Survey, including itemized survey results, is available through the National Partnership Clearinghouse, (202) 606-2940.

SURVEY METHODOLOGY AND RESULTS

Survey Development

The National Partnership Council Survey of Participants in Labor-Management Partnerships was designed to assess the implementation and impact of labor-management partnerships in executive agencies. The survey was designed by OPM research psychologists who worked with members of the NPC Planning Group to determine its objectives and scope. Survey items were drawn from a number of sources that provided validated items: OPM's 1995 Organizational Assessment Survey, GAO's 1991 Survey of Labor-Management Relations in the Federal Government, OPM's 1992 Survey of Federal Employees, and the Michigan Organizational Assessment Questionnaire. Additional items were developed and written specifically for this survey. A draft instrument was approved by the Council at its March 8, 1995 meeting.

The draft survey was subsequently pilot-tested with partnership participants in six agencies (Department of Veterans Affairs, Navy, Department of Energy, General Services Administration, Department of Housing and Urban Development, and the Office of Personnel Management). In addition to the pilot tests, comments and suggestions for revisions were received from the NPC Planning Group. After making all necessary revisions, the final instrument resulted in a 52-item survey consisting of seven sections:

- I. Implementation and communication of labor-management partnerships
- II. Training for labor-management partnerships
- III. Partnership activities
- IV. Organizational impact of labor-management partnerships
- V. Factors that may help or hinder partnership
- VI. General perceptions of labor-management partnerships, and
- VII. Demographic items (participant characteristics).

Target Population

The intended target population for the survey was current participants in labor-management partnership in executive agencies nationwide. The following definition of partnership participants was used: Participants in partnership activities are members of labor-management partnership councils or committees, members of sub-councils and sub-committees, or members of similar groups **sponsored by a partnership council or committee**. The target population was identified through contacts made using the 1995 NPC Follow-up Partnership Activities Questionnaire. A total of 2273 usable surveys were returned, resulting in an estimated response rate of 54 percent. This represents a sample of about 20 percent of the originally estimated partnership participants. Since this is a self-selected rather than random sample, responses are not generalizable to partnership participants Governmentwide. Given that this is a sample, the margin of error for the percentages reported on the various items ranges from ± 2.00 percent for items with a 10.0 percent response rate, and ± 2.8 percent for items with the lowest response rate, based on a 95 percent level of confidence.

Respondent Characteristics

Table 1 shows the occupational group membership of the survey respondents, separately for union , management, and other non-bargaining unit respondents. The largest group for each respondent category is highlighted. Management and other non-bargaining unit respondents were primarily in administrative occupations, while the largest single group of union respondents were wage grade employees.

Table 1 Survey Respondents by Occupational Group N=1966*			
	Management	Other Non-Bargaining Unit	Union
Wage Grade	6.8%	19.0%	32.4%
Professional	39.0%	24.1%	27.6%
Administrative	52.6%	35.5%	18.3%
Technical	1.3%	8.9%	14.5%
Clerical	.3%	12.7%	7.3%
Percent of Total Number	53.9% (1060)	4.0% (79)	42.1% (827)

* 89 respondents did not answer this question

Table 2 displays the union affiliation of respondents and shows that AFGE had the largest percentage of respondents, 30 percent.

<p>Table 2 Union Affiliation of Survey Respondents N=1578*</p>							
Non-Union**	AFGE	Other AFL-CIO	NTEU	NFFE	NAGE	Other Union	Don't Know
41.5%	30.4%	3.6%	8.5%	8.9%	3.3%	3.2%	.5%
(655)	(480)	(57)	(134)	(141)	(52)	(51)	(8)

* 477 respondents did not answer this question

** includes management

Field vs. Headquarters

The majority of respondents (80 percent) reported working in regional or field offices. Seventeen percent reported working at agency headquarters, and 3 percent were from local union headquarters.

Agencies

Respondents were distributed over 32 large and small agencies. Army (19%), VA (16%) and IRS (9%) represented the three largest groups of respondents.

Geographic Distribution

Most of the 50 states were represented in the survey sample, except for the following six: Delaware, Iowa, Nevada, New Hampshire, North Dakota, Rhode Island.

Reporting of Results

In most of the charts, survey categories are reduced from the typical 5 categories to 3, unless otherwise indicated. For example, strongly agree and agree are reported as agree, and strongly disagree and disagree are shown as disagree. Percentages have been rounded and therefore occasionally may add up to 99 or 101 percent. All missing cases (items skipped by respondents) have been excluded from the analyses and computation of percentages.

Most of the results have been broken out by the two major respondent categories, unions and management. Combined results include the third category of respondents, "other non-bargaining unit employees", who represented only 4 percent of the entire sample. Combined results are reported only when the differences between the groups are not significant, or when the total response is of interest.

Analyses

In addition to running frequencies on each survey item, two types of statistical analyses were performed: (1) chi square to test whether differences in percentages between groups of respondents were significant, and (2) analysis of variance (ANOVA). The latter statistic was designed to determine whether there is a statistically significant impact of factors such as: the presence of mutual trust; involvement of agency or

installation head; and level of partnership committee in the organization, on a variety of dependent variables or survey items, especially attitudes toward partnership, perceived barriers, and outcomes. Since dependent variables in an ANOVA have to be interval-level measures, only attitudinal variables with 5-point response scales were included in these analyses.

Summary of Analysis of Variance Results

The analysis of variance results and cross-tabulations by union and management respondents revealed significant differences in the way these two groups of partnership participants responded to the survey questions. Although responses tended to be similar on objective items requesting factual information, attitudinal items tended to elicit often dramatically different responses. There was at times a large perception gap in the way management rated its own efforts and level of cooperation and how unions viewed management approaches to partnership or labor management relations in general. While management had a very positive view of its own efforts, unions tended to see much lower levels of cooperation and less openness to participation. Nevertheless, both sides reported significantly improved relations since the Executive Order and overall, 82 percent (75 percent of management and 92 percent of union respondents) were in favor of labor management partnership and for continuing their cooperative efforts.

The impact of factors, such as trust, top level involvement, early vs. recent partnerships, and committee level in the organization, on the responses of partnership participants is summarized below.

Trust

Trust has been recognized as a critical factor in successful labor-management partnerships. Not surprisingly, this variable had the most significant effect on survey responses. Individuals who reported that respect and trust were generally or always present in their labor-management initiatives (Item 33a), exhibited much more positive attitudes towards labor-management partnership than those who reported that trust was absent. These individuals also reported a more cooperative relationship prior to the Executive Order than the no-trust group. Both management and union respondents in the trust group also reported more positive outcomes, such as cost savings from reduced litigation, fewer barriers to partnership, higher levels of cooperation, morale and mission accomplishment, and more agreement on mutual objectives. The perception gap between labor and management was also less dramatic for the trust group.

Top Level Involvement by Head of Agency/Installation

Support from top agency management is another important success factor for labor-management partnerships. Again the analysis of variance results revealed that this variable had a significant effect on the responses of partnership participants, but to a lesser degree than trust. Respondents who reported top level involvement generally also reported more positive outcomes of partnership activities. The pattern of results was very similar to the high trust group. Statistically significant results not found for the high trust group included greater familiarity with the Executive Order and a better understanding of interest-based bargaining. This can most likely be attributed to more support for training activities.

Committee Level in the Organization

Surveys generally show that an individual at a higher grade or supervisory level is better informed about organizational policies and operations. It is, therefore, possible that committee members at the top of the organization would display different attitudes than members of lower-level committees. However, there

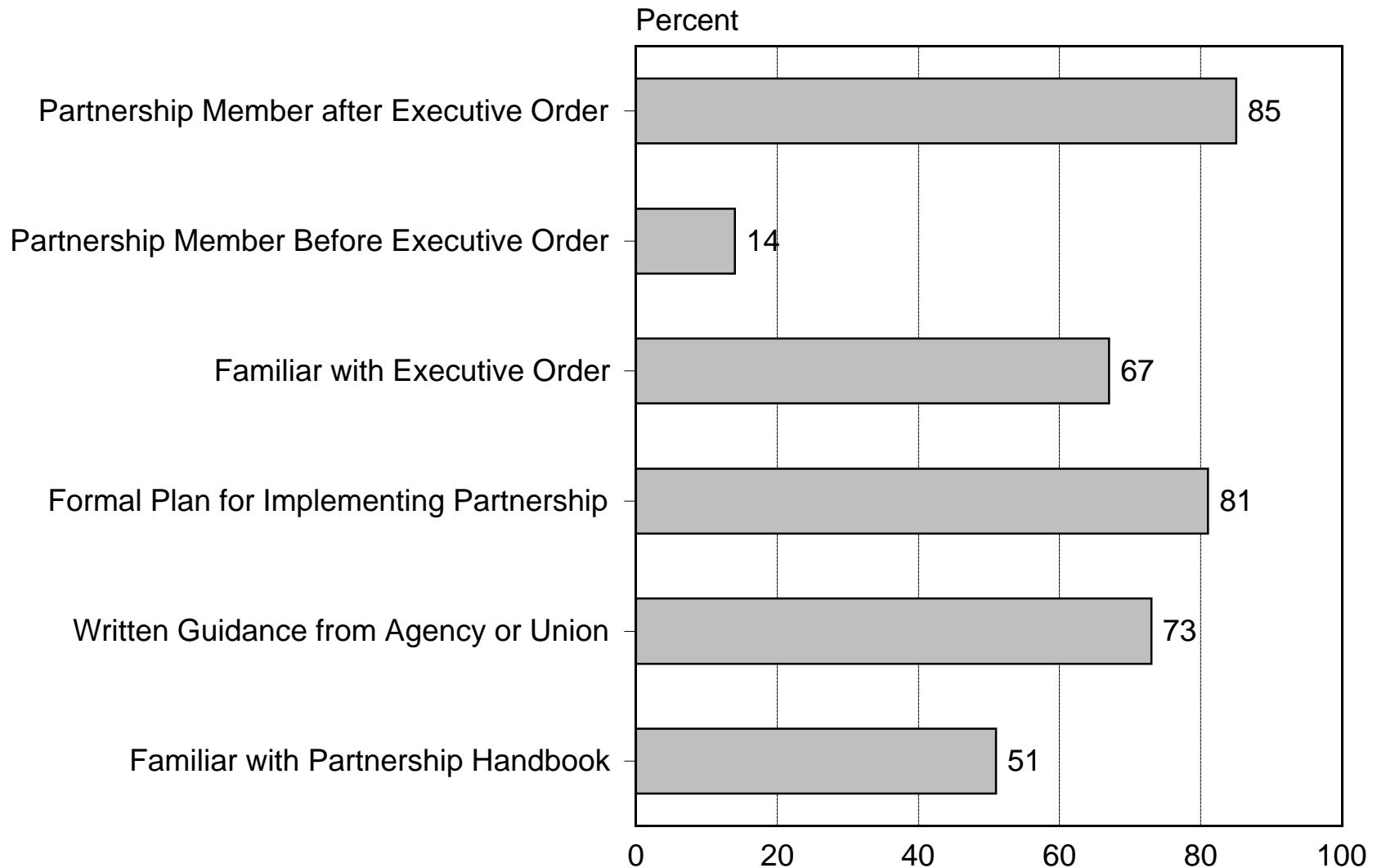
were only a few statistically significant analysis of variance results. Committee members at the top of the organization reported significantly greater familiarity with the Executive Order and had a better understanding of interest-based bargaining. Committee members at the top of the organization, on both the labor and management side, also viewed unions as more committed and were more satisfied with the union's handling of labor-management partnership. Top partnership participants were also more strongly in favor of partnership and for continuing cooperative efforts than those on lower-level committees.

Old vs. New Partnerships

Survey respondents were divided into old (pre-Executive Order) and new partnership participants (post-Executive Order). Although it was hypothesized that older partnerships would be more successful than newer partnerships, this variable yielded few statistically significant effects, some of them negative. It was found that while participants in older partnerships were more likely to report improved customer service than newer participants, they also tended to report increased time to make decisions. Surprisingly, participants in older partnerships also were slightly less interested in continuing partnership, although the means for both old (4.11) and new (4.27) participants on this item corresponded to the agreement end of the scale (4=agree, 5=agree strongly). Nevertheless, newer participants displayed a higher level of enthusiasm than older participants.

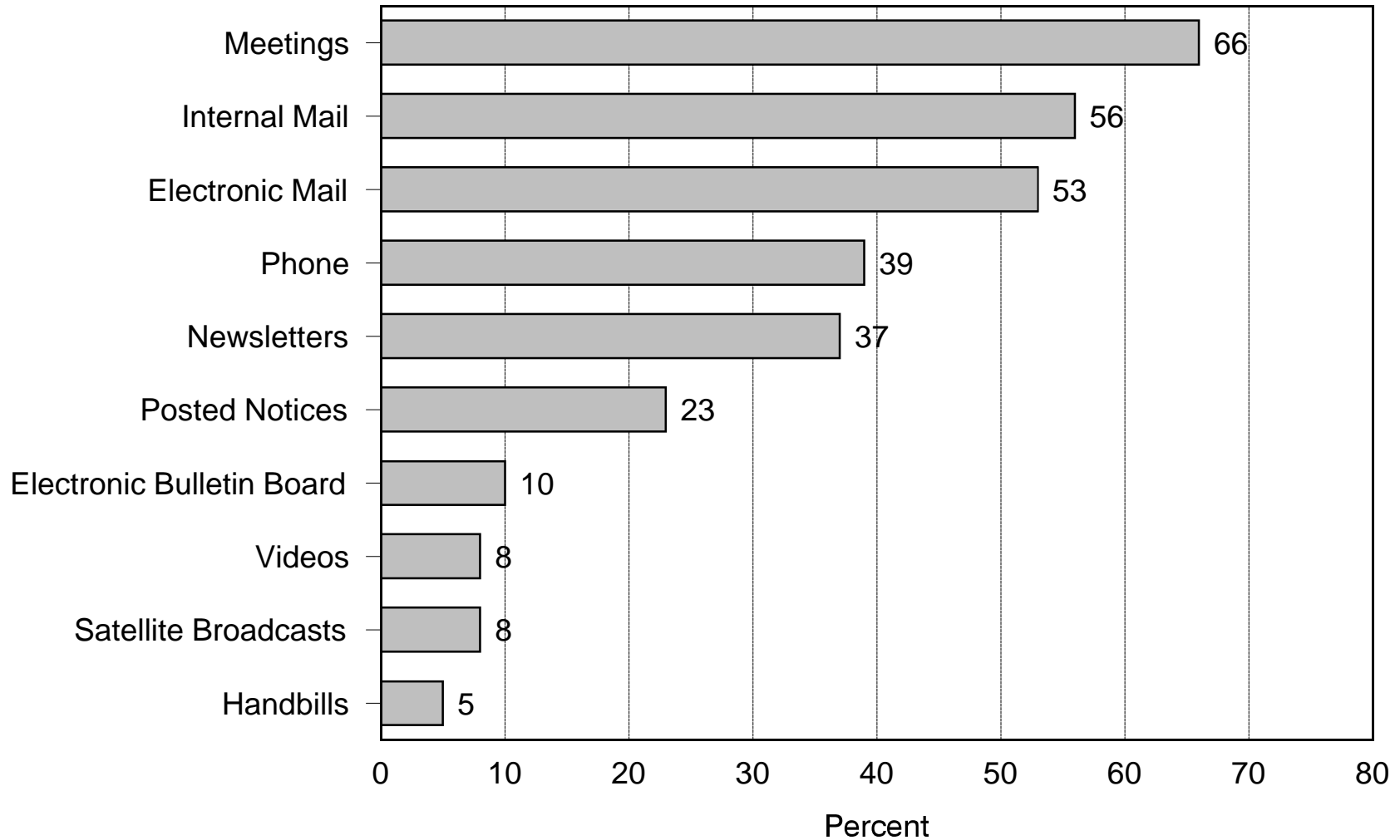
Implementation of Labor-Management Partnerships

Combined Responses of Union and Management Participants



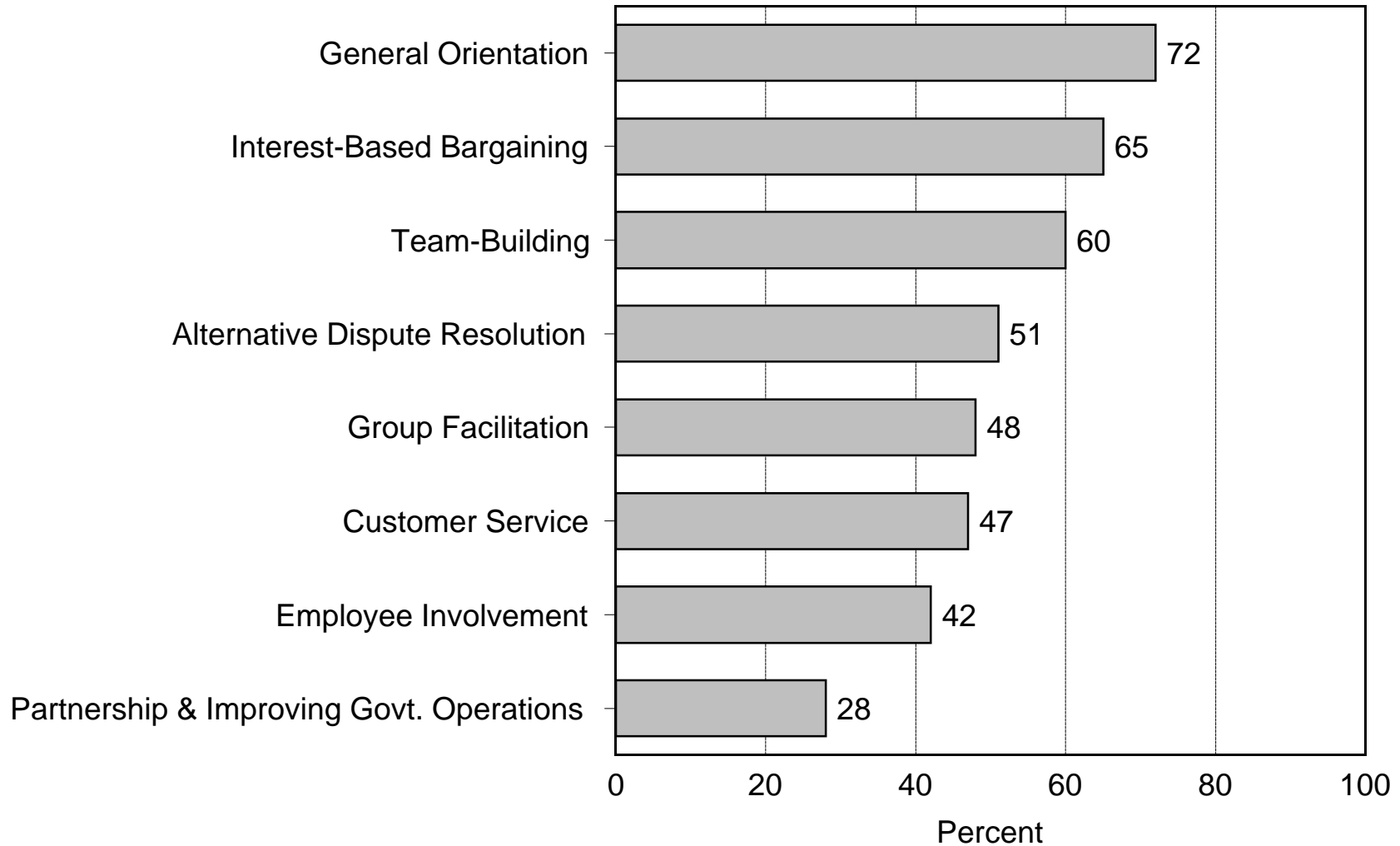
Communication Methods for Partnership Activities

Rank-Ordered by Frequency



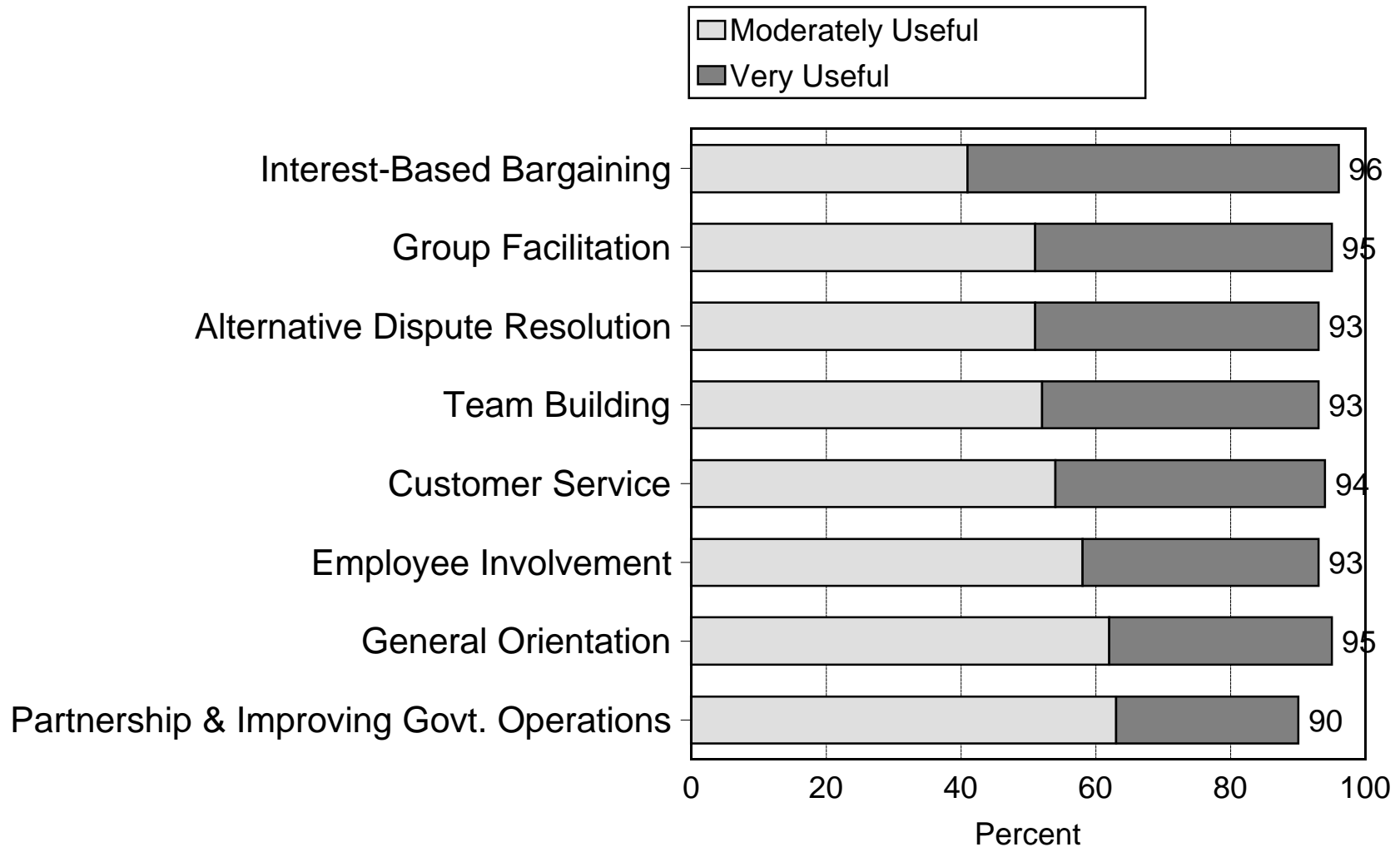
Training Received for Labor-Management Partnership

Rank-Ordered by Frequency



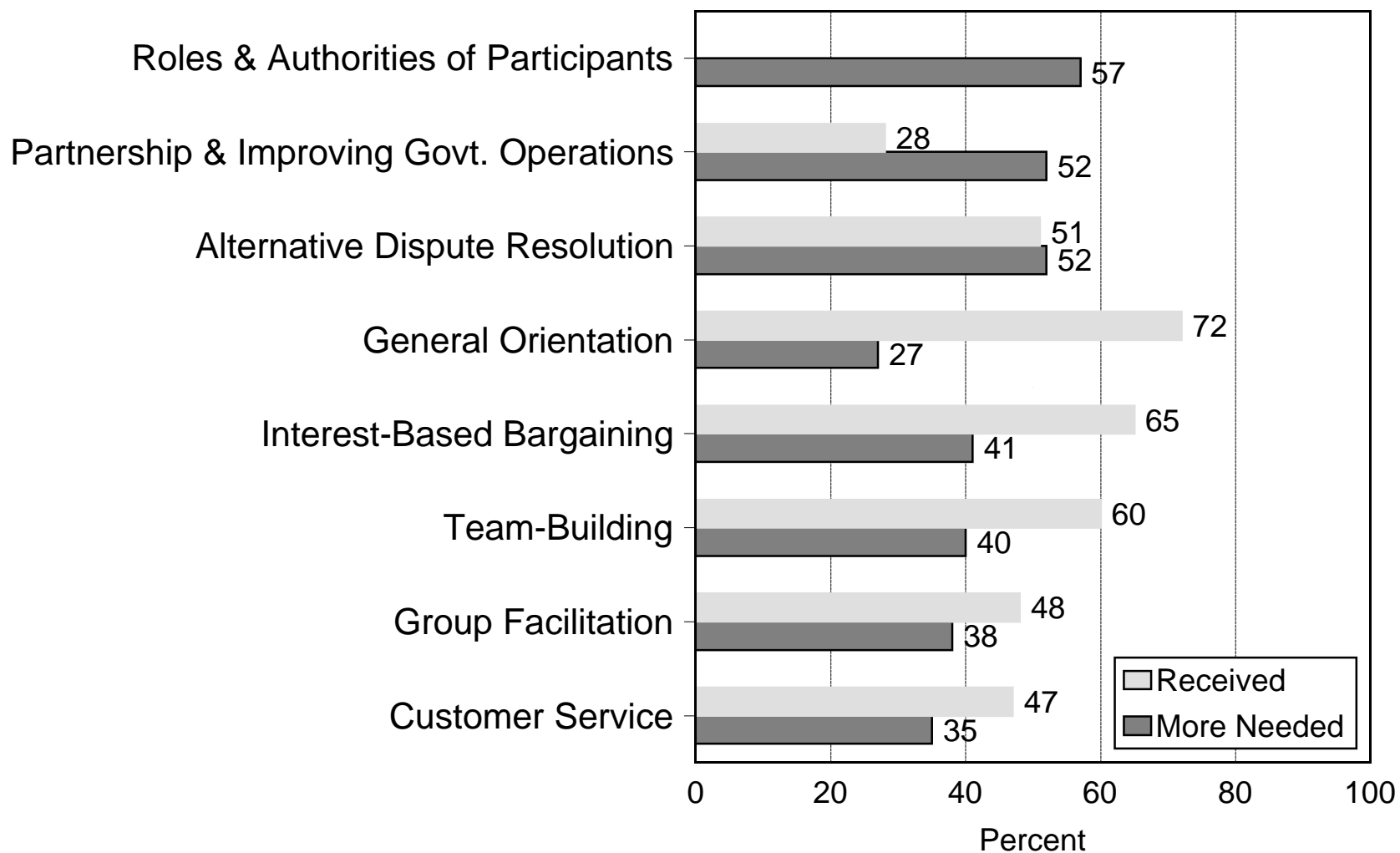
Usefulness of Partnership Training Received

Rank-Ordered by Frequency of "Very Useful" Response



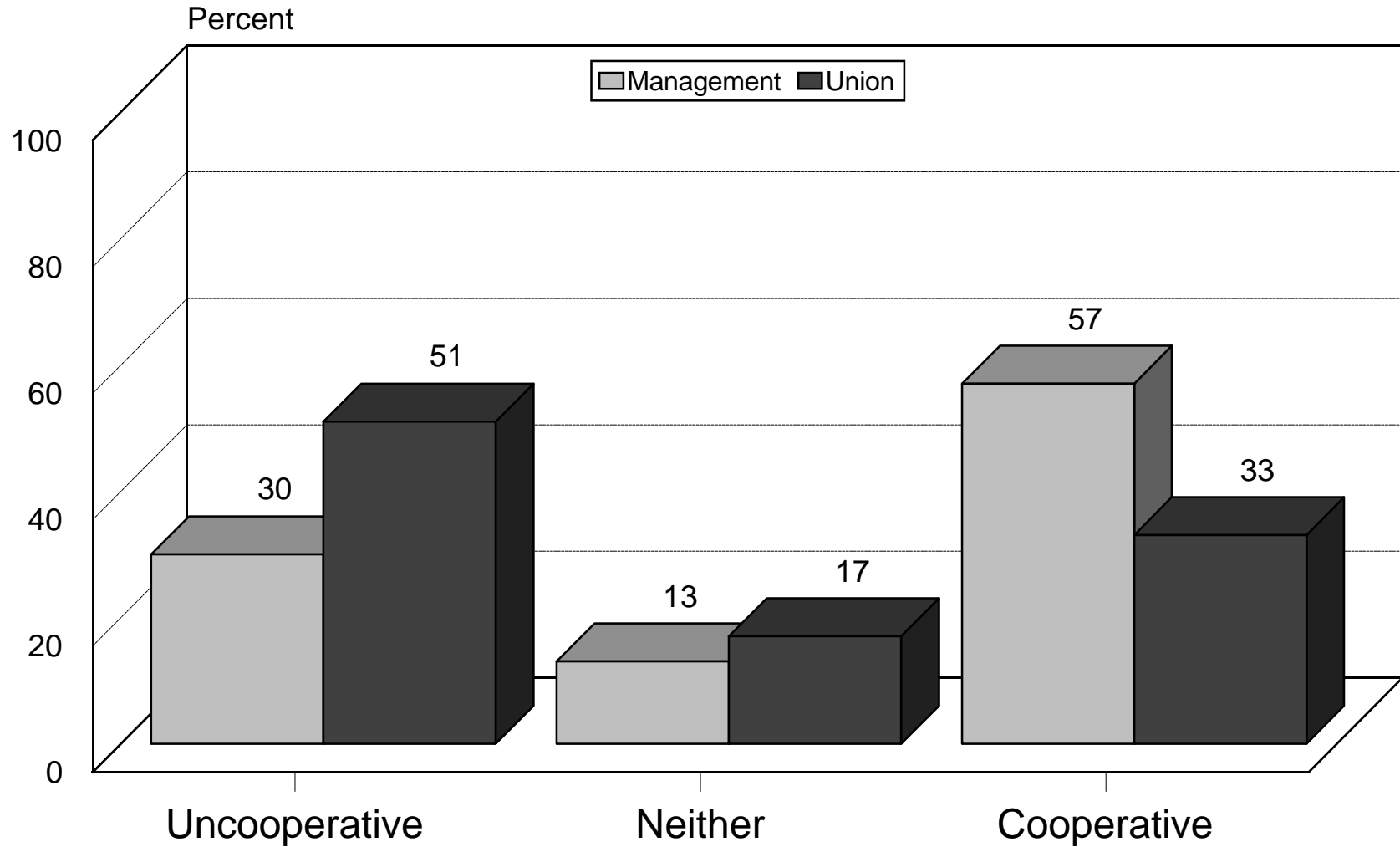
Training for Labor-Management Partnership: Received vs. Needed

Rank-Ordered by Need

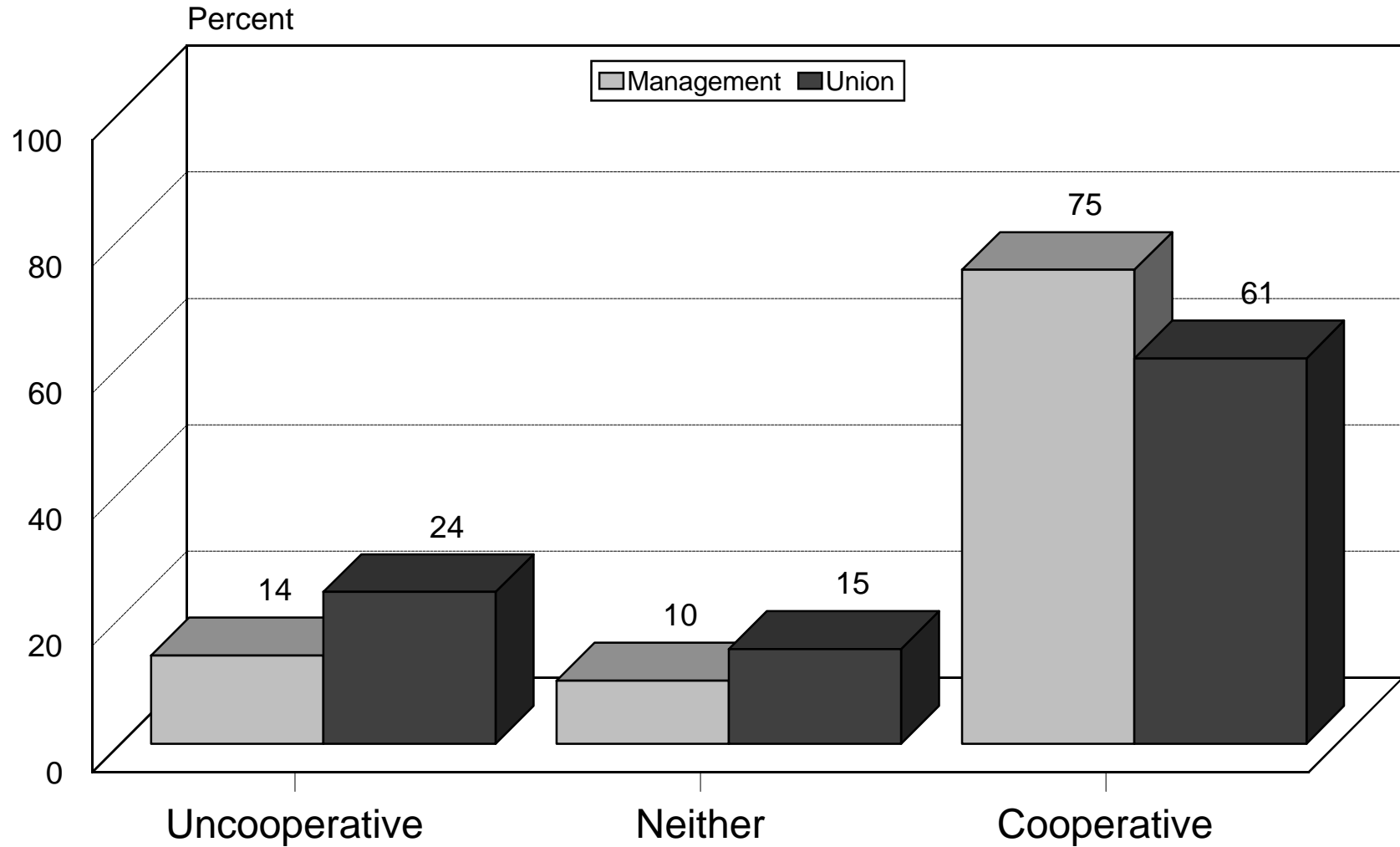


Perceived Relationship between Labor and Management

Before and After Executive Order was Issued

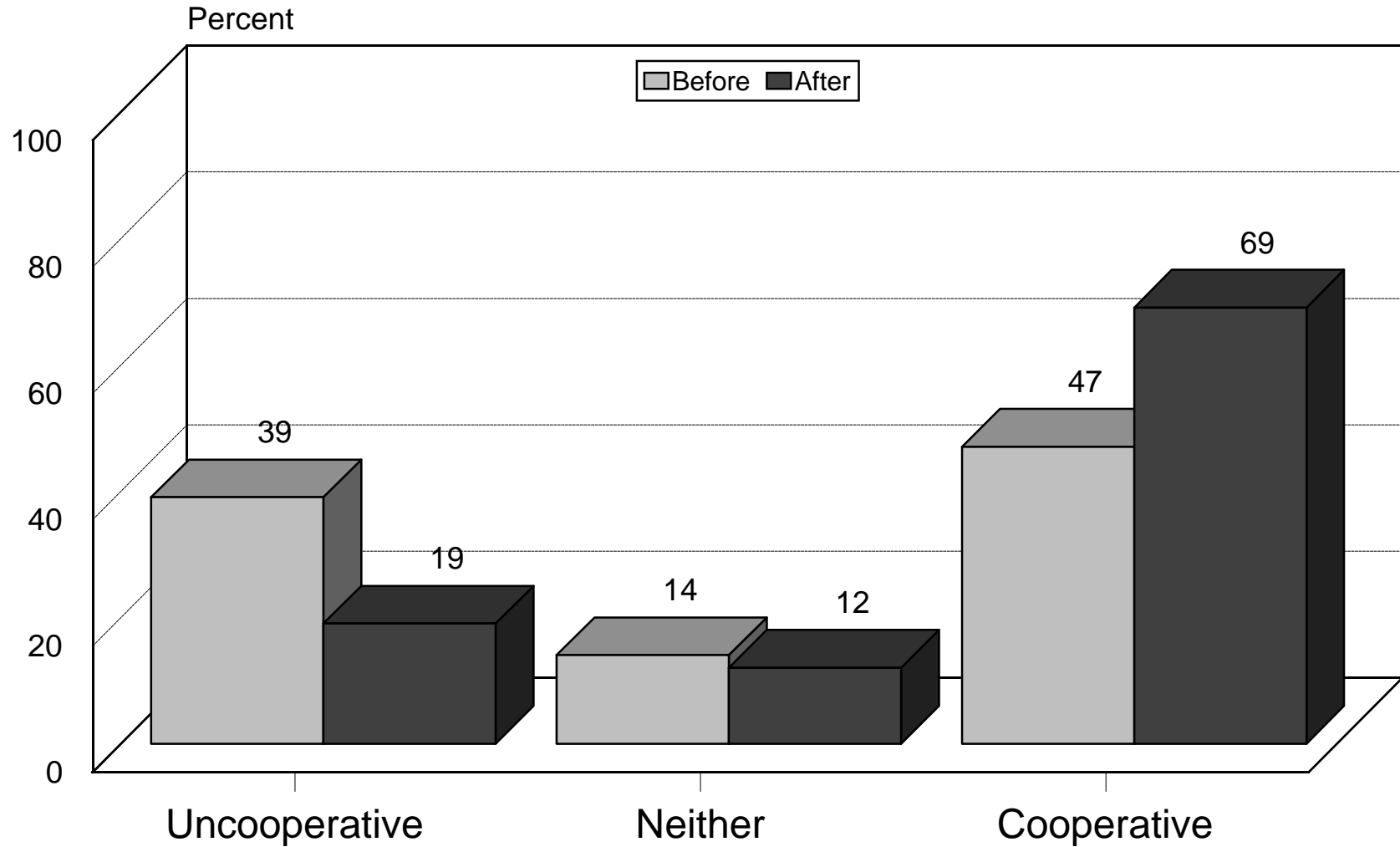


Perceptions of Current Relationship between Labor and Management

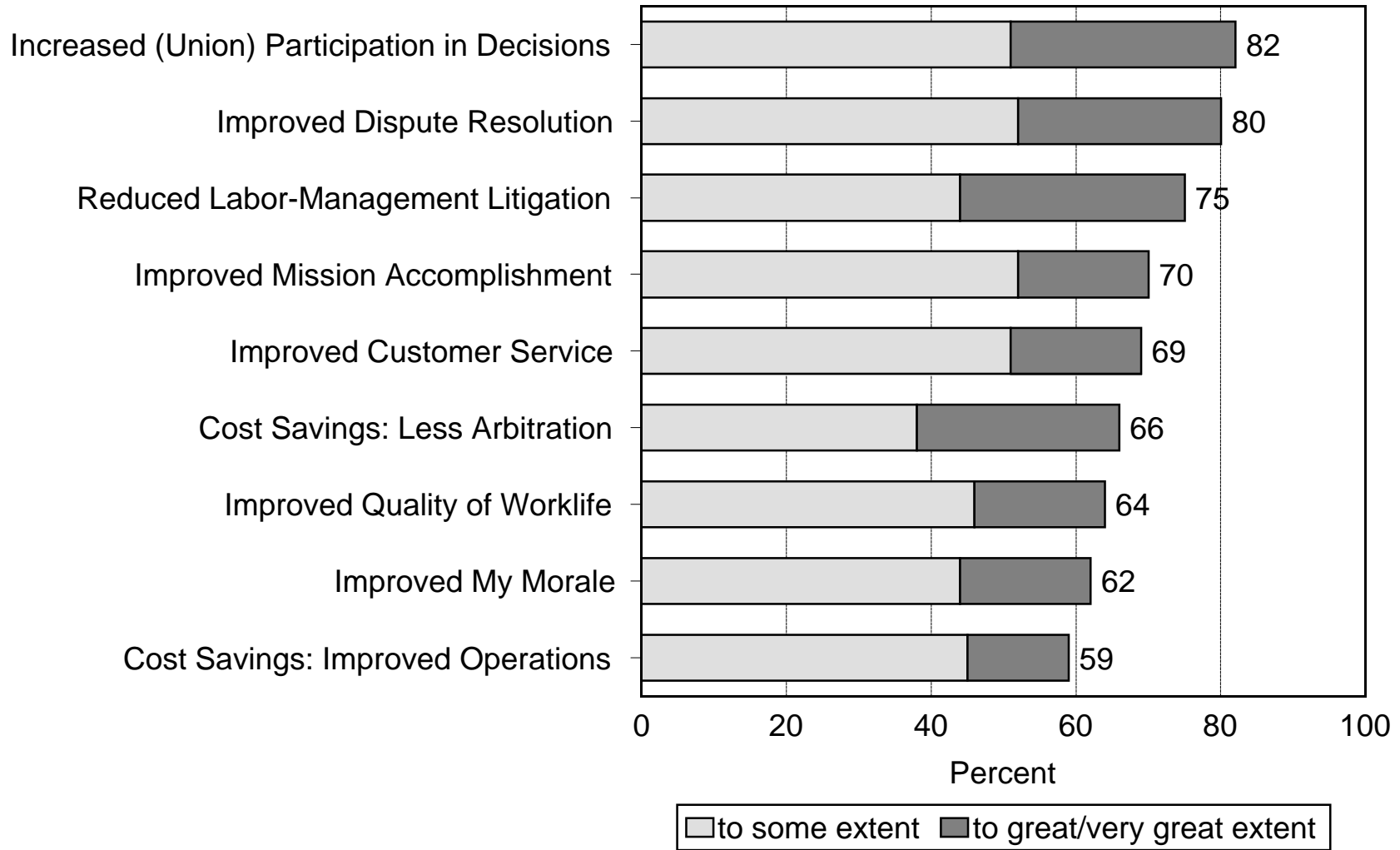


Perceived Relationship between Labor and Management

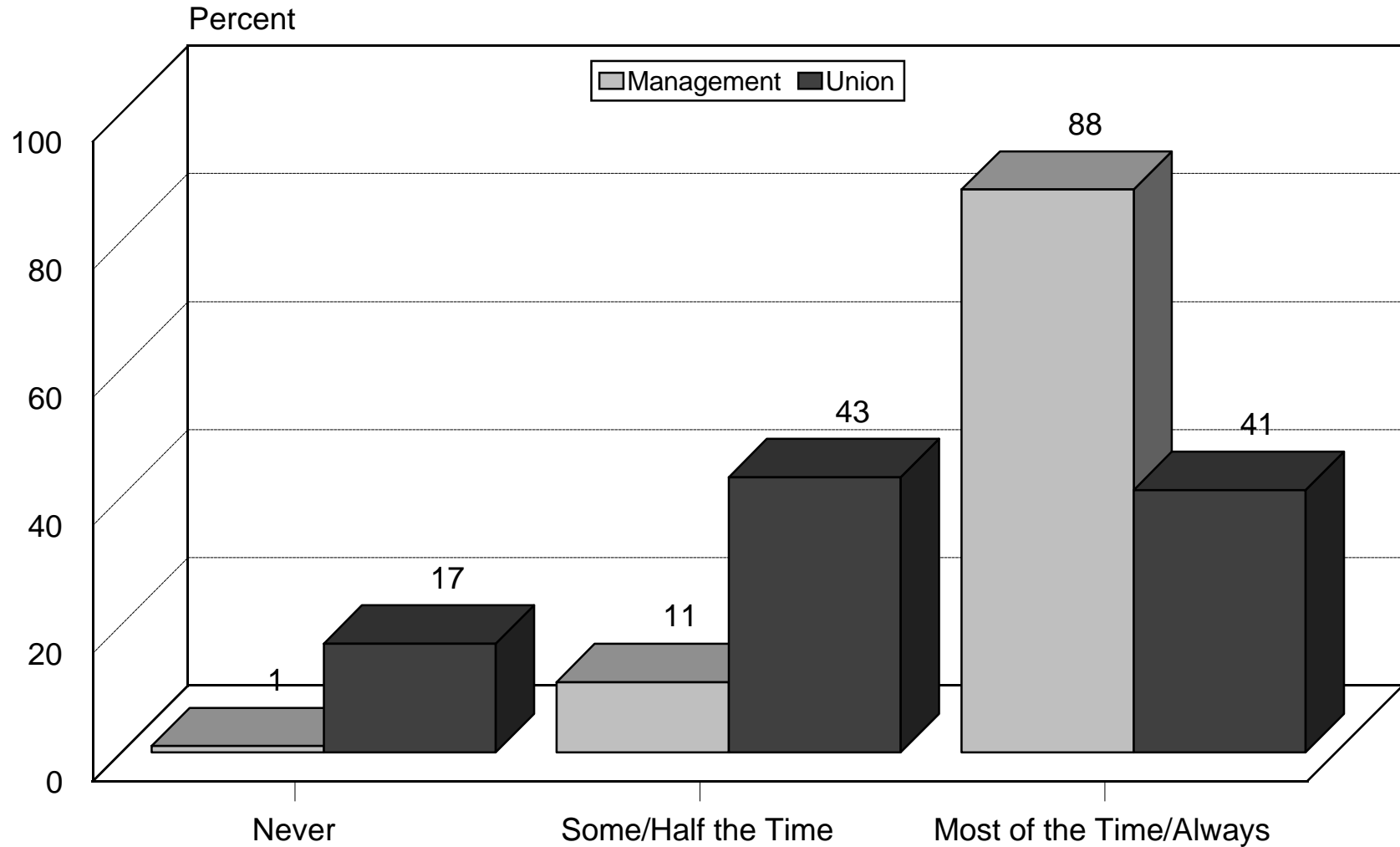
Before and After Executive Order was Issued



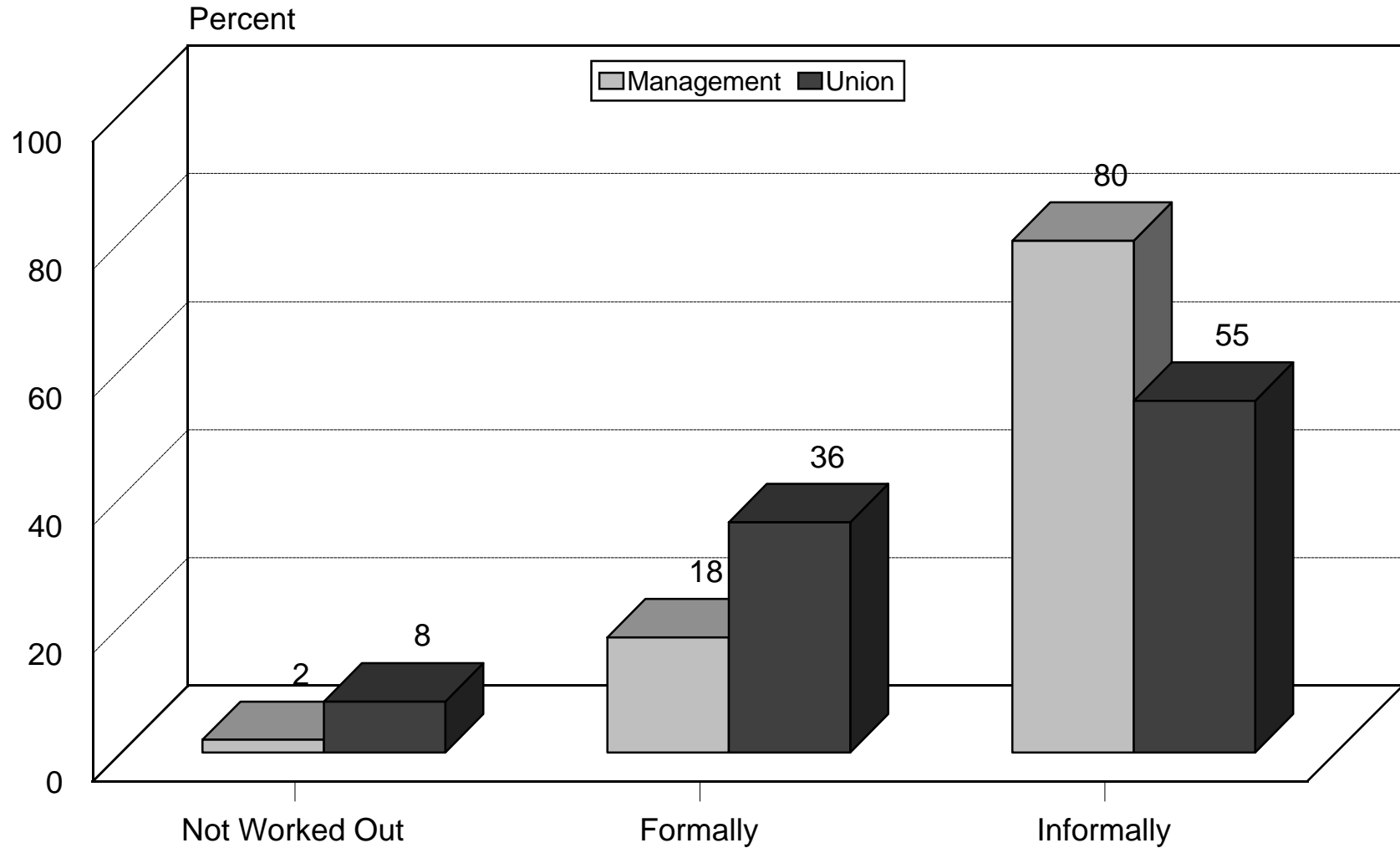
"Labor Management Partnership Has Resulted in:"



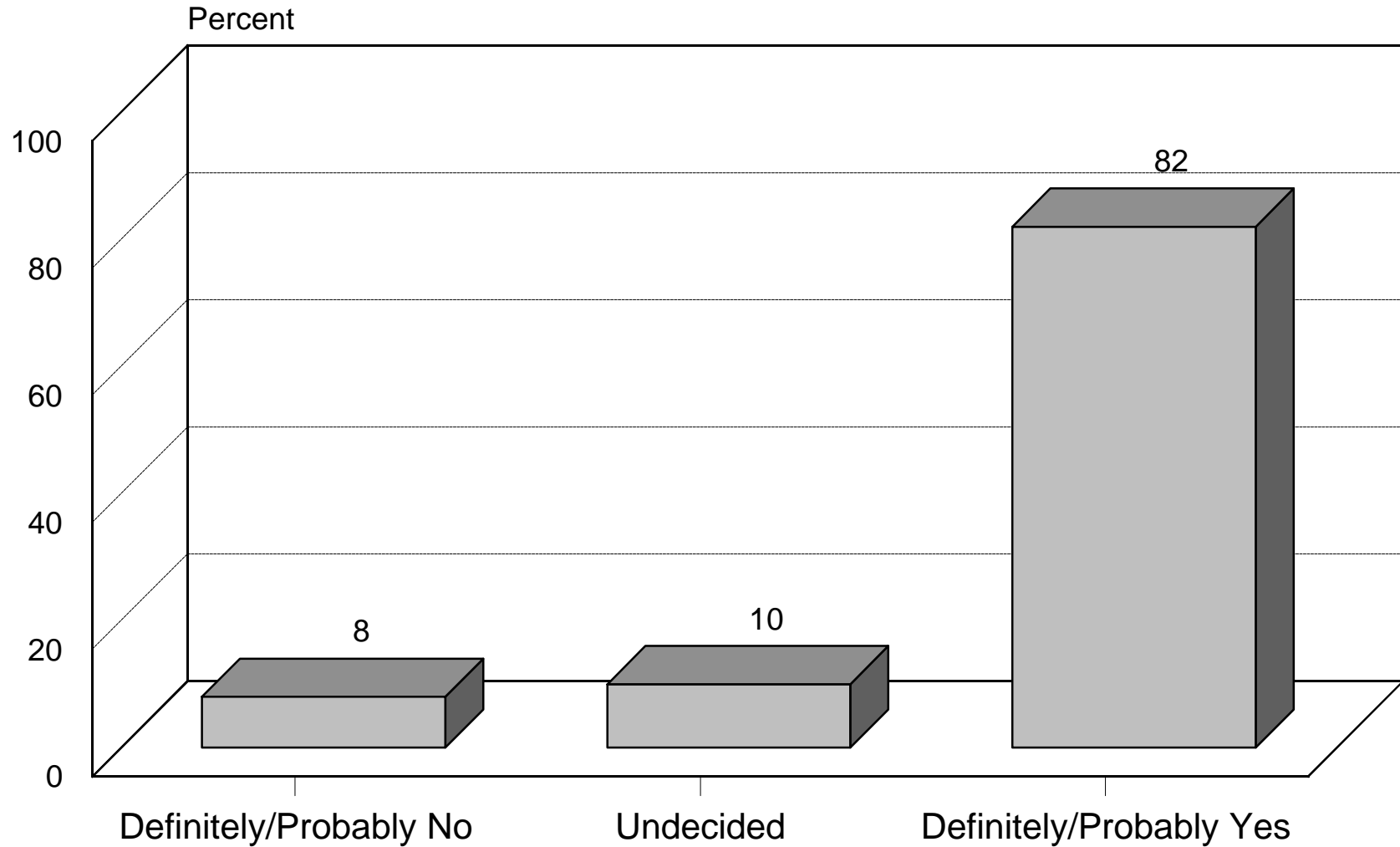
"Union Representatives are Consulted Sufficiently in Advance of Changes in Matters that Affect Employees"



"In this Agency Disputes are Worked out in the Following Way:"

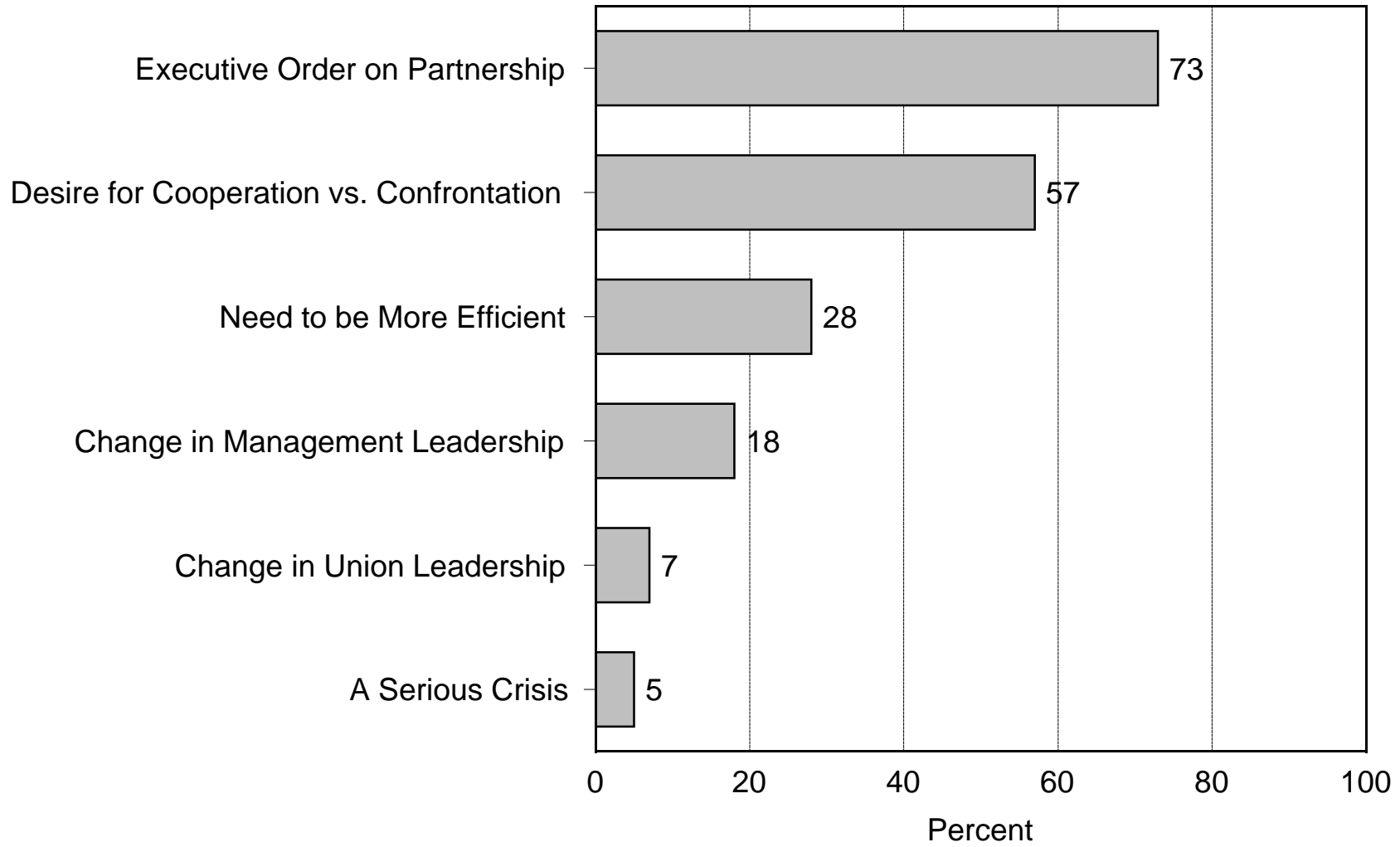


"Would You Like Your Agency To Continue Being Involved In Cooperative Labor-Management Efforts?"



Most Important Factors in Forming Partnerships

Rank-Ordered By Frequency

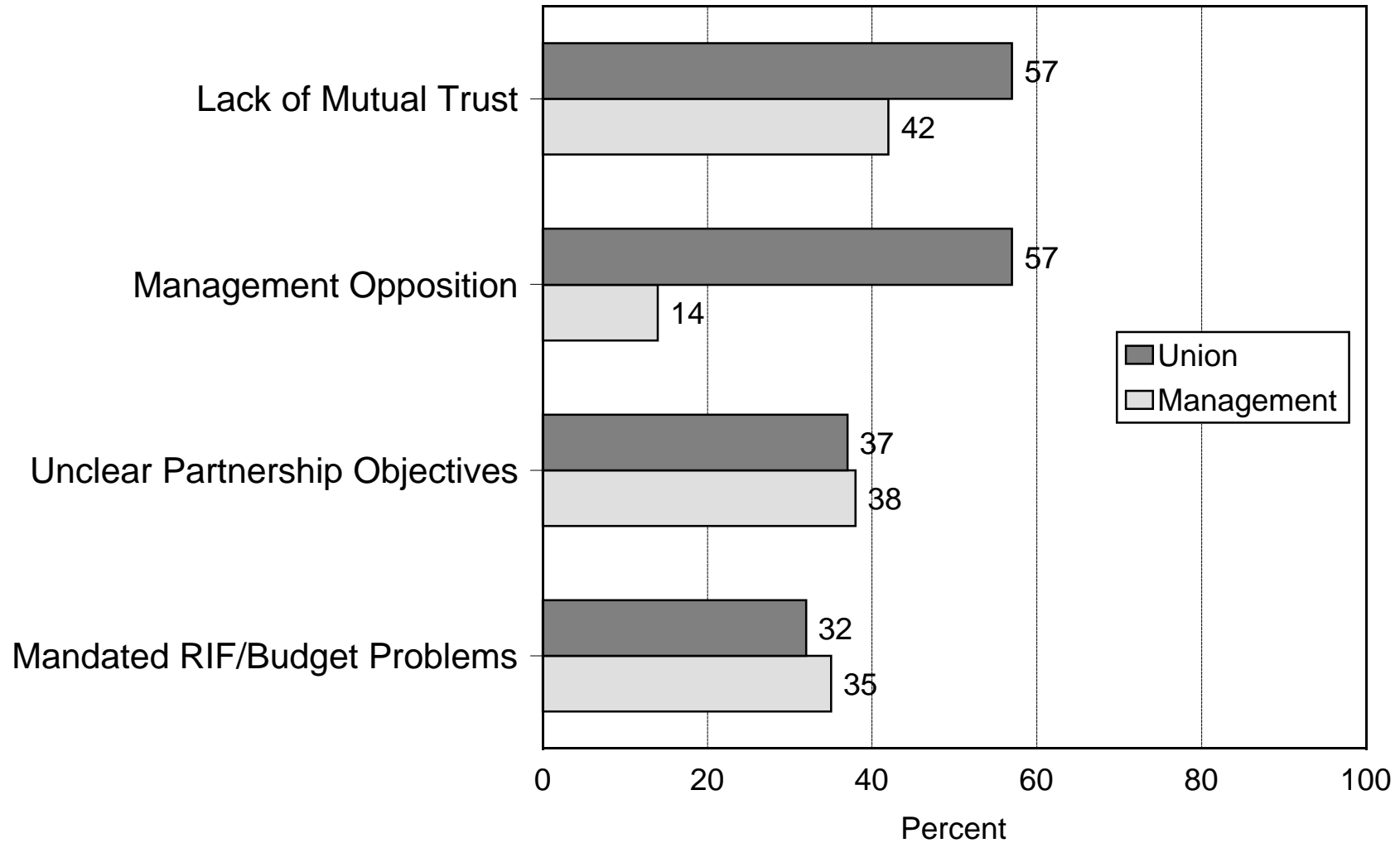


"How Often are the Following Factors Present in Labor-Management Initiatives in Your Organization?"

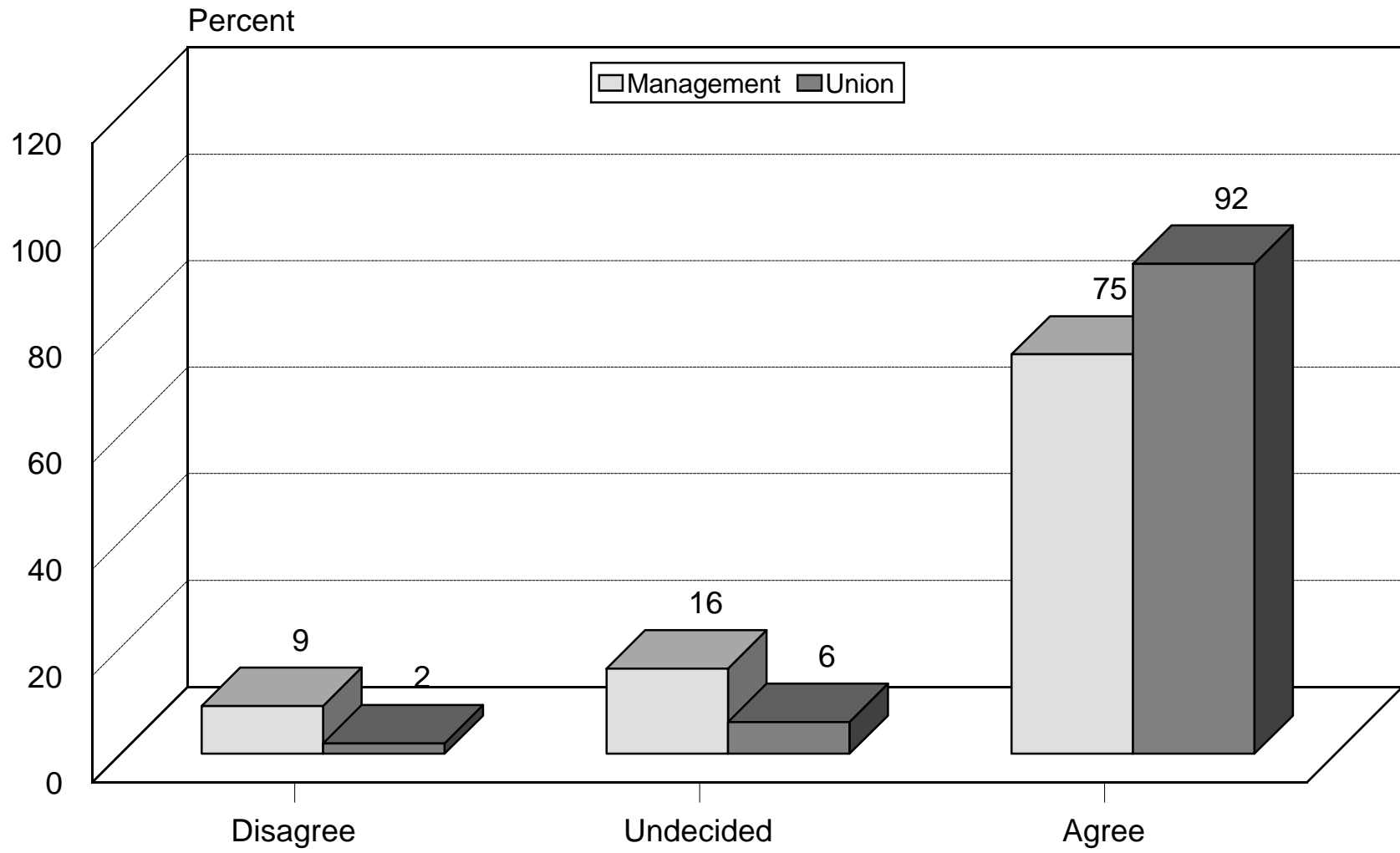
Rank-Ordered by Perception Gap



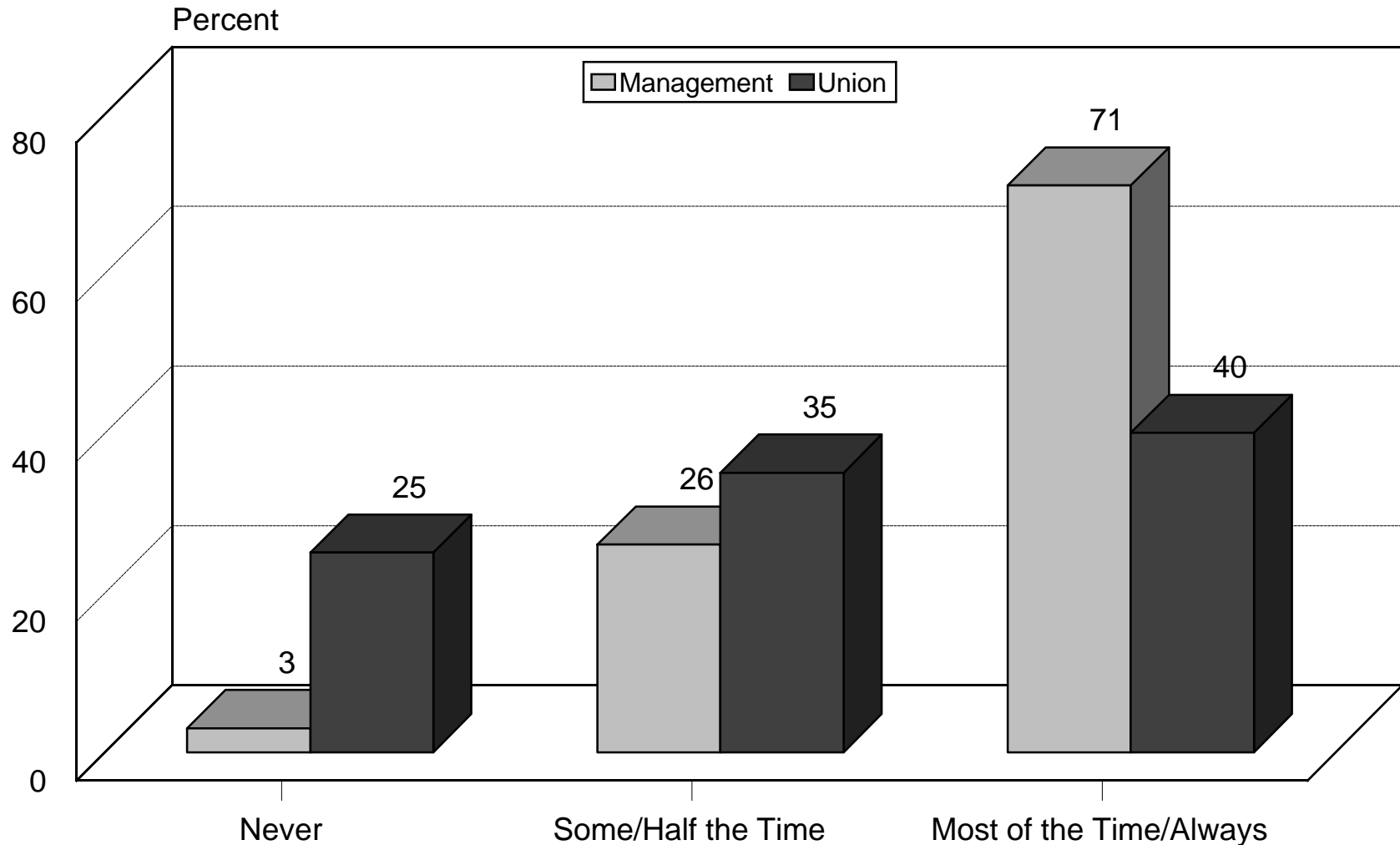
Main Obstacles to Development of Effective Labor-Management Partnerships



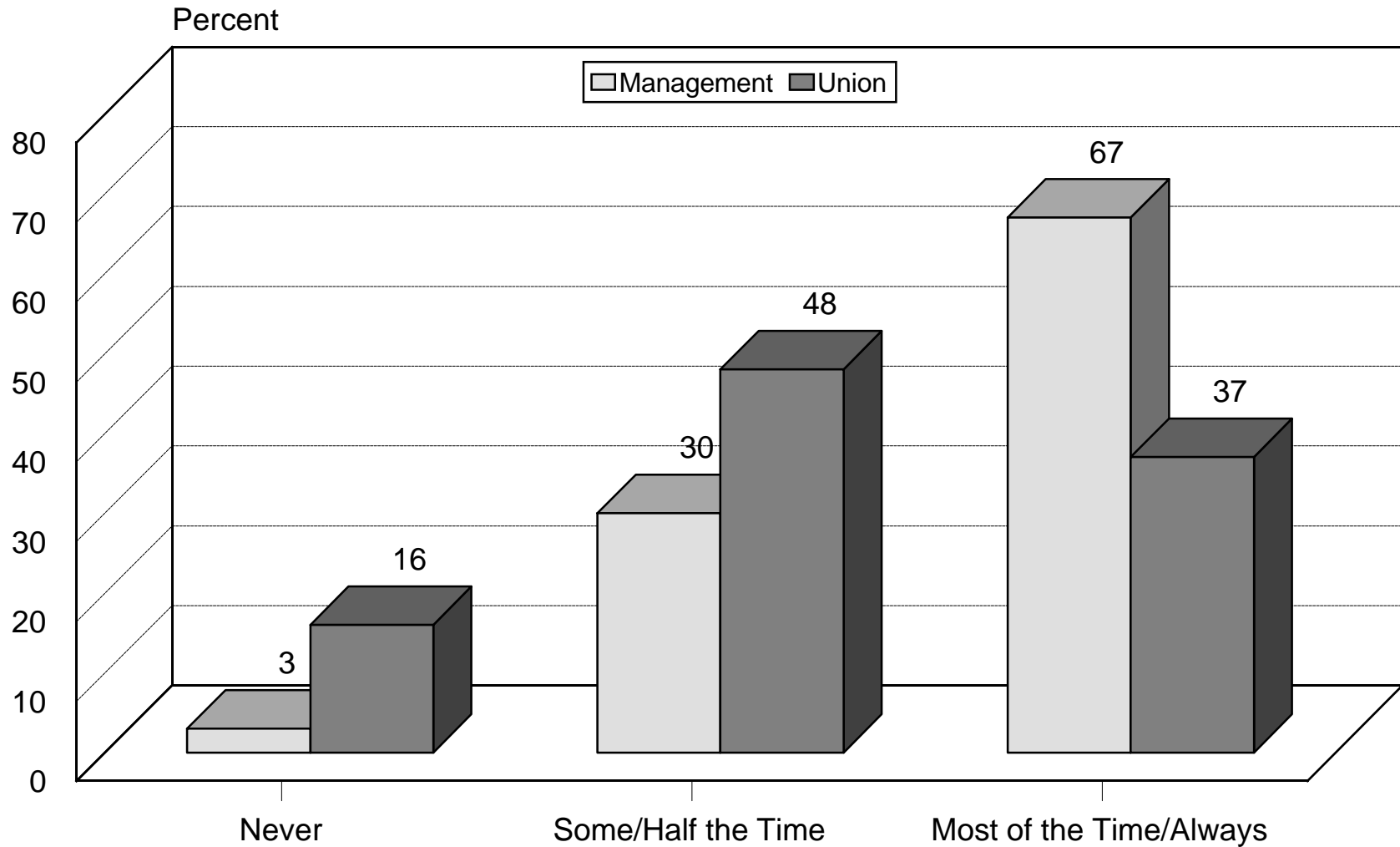
"I am in Favor of Labor-Management Partnership"



"In this Agency/Department/Bureau/Installation, Cooperative L-M Programs Include Unions as Equal Partners"



"The Union and Management Share Most Information With Each Other"



Appendix D

NPC Focus Group Study

A full report on the NPC Focus Group Study is available through the National Partnership Clearinghouse, (202) 606-2940.

National Partnership Council Focus Group Study

Executive Summary

Background

Executive Order 12871, *Labor-Management Partnerships*, of October 1, 1993, chartered the National Partnership Council (NPC) to support and promote labor-management partnerships; collect and disseminate information about partnership efforts with emphasis on results achieved; provide guidance on partnership; and advise the President on the state of labor-management relations in the Federal Government.

As part of its 1995 information collection activities, the National Partnership Council sponsored eight focus groups nationwide to learn from labor and management representatives and those who have assisted them in forming their relationship about:

- keys to the success of partnerships,
- barriers to partnership and how parties have overcome the barriers, including training activities, incentives to create successful partnerships, and how parties manage conflict, and
- criteria related to the assessment of partnership activity.

The information from the focus groups was used to develop and publish the guidance in this report on keys to success of partnership and overcoming barriers to partnership.

Description of the Study

Focus group technique is a research procedure used to obtain perceptions, or qualitative data, from participants. This methodology is open-ended and ideal for exploring in-depth, specific reasons why something is or isn't working.

The NPC focus groups consisted of groups of 8-10 participants who shared certain characteristics and engaged in focused discussions with pre-determined questions. The environment of the focus groups was intended to be nonthreatening so that participants would feel free to share their personal thoughts and views. The NPC did not go into the focus groups with preconceived notions, but rather asked open-ended questions that allowed the participants to disclose information which may not have previously been thought of.

The focus groups were conducted in a series and designed to elicit a range of ideas in order to find out how people make decisions and to understand why they act in certain ways. The focus groups were not decision-making groups, and were not meant to develop consensus.

During the period April 3 to April 28, 1995, eight focus groups were conducted nationwide. Seventy labor and management-designated representatives from differing agencies and unions participated in the project. No two individuals in a focus group were from the same activity. Each focus group had a moderator and assistant moderator from either the Federal Mediation and Conciliation Service (FMCS), the Federal Labor Relations Authority (FLRA), or the U.S. Office of Personnel Management (OPM).

Three focus groups were conducted in Washington, D.C. A focus group with third party neutrals (representatives from FMCS, FLRA and the Department of Labor) allowed the NPC to hear from those who serve as partnership facilitators and assist labor and management in establishing and maintaining partnerships. A second focus group with representatives from headquarters level partnerships elicited views from department and agency level partnerships. The third focus group was made up of individuals whose

agencies did not have partnership councils at the time of the study, which allowed the NPC to hear from agencies where partnership was facing challenges.

Five focus groups were conducted outside of Washington, D.C. In Atlanta, Chicago, Philadelphia, and Oakland, CA, participants came from various agencies, activities and installations that had established partnership councils or were in the process of establishing partnerships. In Dallas, the majority of participants came from agencies, activities and installations that did not have partnership councils at the time of the study. Recruiting for the focus groups was designed to include as many agencies and labor unions as possible, with a mix of large and small and Department of Defense (DOD) and civilian agencies to mirror regional distribution. Although the focus group participants did not meet specific recruiting criteria in all cases, in general they reflected many different levels of partnership such as agency or executive level councils, installation level councils, sub-councils within agencies, and council-sponsored work teams.

Main Themes

Several main themes emerged from the focus groups. An overriding concept the focus groups revealed is that partnership is not an end in itself, but an ongoing process in which labor and management discuss issues, engage in pre-decisional information sharing, explore mutual interests, and manage conflict when it arises. According to many participants, the key elements of a highly successful partnership are that both labor and management are committed to the process; both parties are responsible and accountable within the process; and both parties openly and honestly share information, all of which lead to trust.

Many participants responded that a highly successful partnership is one in which line employees and line supervisors understand what partnership is, and that the agenda of partnerships should include organizational strategic planning matters as well as employee and workplace issues in order to be highly successful.

Main themes that emerged in terms of keys to success of partnership were the positive attitudes of the parties toward each other, open channels of communication, information sharing, predecisional involvement, and joint training. Virtually every focus group recognized one element of success to be concentrating on the interpersonal relationships within the partnership. A number of focus group participants reported that their partnerships had brought in a facilitator to help them clarify goals and work on interpersonal skills.

Many partnerships are beginning to evaluate their efforts, and the focus groups revealed the measures they are using: a reduction in bargaining time; a decrease in formal grievances; unfair labor practices (ULPs) and requests for arbitration; and little third party intervention. Several participants said they reached success when they implemented changes without negotiations and without formal written agreements. Virtually every focus group discussed the notion that success occurs when problems are worked out at the lowest possible level of the organization. Headquarters participants said that their measure of success is that decisions are made that allow the agency to accomplish its mission and lead to a desirable workplace. Neutrals also felt that success was reached when the partnership looks at the bottom line, the mission of the agency.

Major barriers to the success of partnerships include overcoming traditional attitudes, lack of commitment from the top, lack of inclusion of middle managers, and resistance to sharing power. Several of the most common themes that emerged from all focus groups as barriers to partnership included: difficulty with arriving at a "definition" of partnership; the relationship between partnership and collective bargaining; changing the management mindset; dealing with multiple unions; and rewarding and recognizing union members of partnerships.

Conclusion

In general, the focus groups show that partnerships are unique in their efforts, and are tailored to specific agency priorities, culture, and personalities. Although there is considerable flexibility in approaches to

partnership throughout the Government, a number of general conclusions emerged from the focus groups. One of the major challenges for partnerships outside of Washington, D.C. has been getting information and resources to help them in their efforts. Many expressed frustration with *"waiting on headquarters"* to go ahead with partnership. At the same time, headquarters level partnerships have been faced with finding a role for themselves vis-a-vis bargaining unit level partnerships. Participants felt that the National Partnership Council has a leadership responsibility in disseminating information about the benefits of partnership and in continuing to educate the Federal community about partnership.

The focus groups provide a glimpse into how partnership has taken root in headquarters, regional offices, service centers, bases and installations all over the country. Participants spoke of the relationship building that must take place in order for partnerships to work. They also spoke of work life and employee issues which have been resolved through partnership. And they exhibited a great understanding of the goals and principles set forth by Executive Order 12871. Many people told how partnership has affected the goal of creating a Government that works better and costs less, including: the unions share the goals of the organization and have the mission *"more at heart"*; there is more input from employees; work processes are improved; partnership is used when reducing the size of organizations and/or restructuring; there is better organization through the use of teams and team leaders; and productivity is increased by involving employees in understanding budgets and management issues.

Appendix E

1995 NPC Follow-up Partnership Activities Questionnaire Results

National Partnership Council Results
08/31/95

Agency	# of Responding Bargaining Units	# of Employees Covered by Bargaining Units	# of Employees Covered by Councils	# of Responding Bargaining Units Covered by Councils	# of Employees Covered by Agreements	# of Responding Bargaining Units Covered by Agreements
Dept. of Agriculture (DOA)	67	20,121	18,617 (93%)	29 (43%) 18,470	(92%)	28 (42%)
Dept. of Commerce (DOC)	19	2,116	1,953 (92%)	7 (37%) 1,621	(77%)	5 (26%)
U.S. Air Force (USAF)	100	95,998	62,221 (65%)	39 (39%) 68,748	(72%)	27 (27%)
U.S. Army (USA)	192	95,586	49,535 (52%)	89 (46%) 34,933	(37%)	77 (40%)
U.S. Navy (USN)	195	88,857	44,877 (51%)	95 (49%) 52,513	(59%)	79 (41%)
Other DOD Activities (OSD)	0	0	0 (0%)	0 (0%) 0	(0%)	0 (0%)
Defense Contract Audit Agency (DCAA)	1	719	0 (0%)	0 (0%) 719	(100%)	0 (0%)
Defense Fin . & Acct. Svc. (DFAS)	3	6,619	6,619 (100%)	3 (100%) 5,494	(83%)	3 (100%)
Defense Info Service (DIS)	0	0	0 (0%)	0 (0%) 0	(0%)	0 (0%)
Defense Logistics Agency (DLA)	58	41,797	31,237 (75%)	40 (69%) 41,767	(100%)	36 (62%)
Defense Mapping Agency (DMA)	2	1,280	0 (0%)	0 (0%) 0	(0%)	0 (0%)
Defense Nuclear Agency (DNA)	0	0	0 (0%)	0 (0%) 0	(0%)	0 (0%)
National Guard Bureau NGB	42	11,680	7,908 (68%)	22 (52%) 5,582	(48) %	11 (26%)
Dept. of Education (DE)	0	0	0 (0%)	0 (0%) 0	(0%)	0 (0%)
Dept. of Energy (DOE)	8	5,239	4,855 (93%)	6 (75%) 4,855	(93%)	6 (75%)
Dept. of Health & Human Services (HHS)	10	2,587	1,788 (69%)	3 (30%) 750	(29%)	1 (10%)
Dept. of Housing & Urban Dev. (HUD)	53	9,817	9,411 (96%)	47 (89%) 8,605	(88%)	40 (75%)
Dept. of the Interior (DOI)	107	21,580	15,618 (72%)	14 (13%) 13,092	(61%)	11 (10 %)
Dept. of Justice (DOJ)	43	33,754	33,649 (100%)	20 (47%) 18,115	(54%)	12 (28%)

Dept. of Labor (DOL)	2	12,500	12,500 (100%)	2 (100%)	12,500 (100%)	2 (100%)
Dept. of State (DOS)	3	747	732 (98%)	0 (0%)	0 (0%)	0 (0%)
Dept. of Transportation (DOT)	80	34,118	26,778 (78%)	28 (35%)	24,842 (73%)	28 (35%)
Dept. of Treasury (DT)	72	110,589	109,420 (99%)	55 (76%)	110,524 (100%)	52 (72%)
Dept. of Veterans Affairs (VA)	179	163,418	132,347 (81%)	129 (72%)	105,274 (64%)	115 (64%)
Environmental Protection Agency (EPA)	20	6,782	3,491 (51%)	8 (40%)	791 (12%)	6 (30%)
General Service Administration (GSA)	4	6,458	6,358 (100%)	4 (100%)	6,458 (100%)	4 (100%)
Nat. Aero. & Space Admin. (NASA)	17	8,659	1,850 (21%)	4 (24%)	1,850 (21%)	4 (24%)
Office of Personnel Mgmt. (OPM)	6	3,106	3,106 (100%)	6 (100%)	3,106 (100%)	6 (100%)
ACTION (ACT)	0	0	0 (0%)	0 (0%)	0 (0%)	0 (0%)
Agency for Int'l Dev. (AID)	1	1,700	1,700 (100%)	1 (100%)	1,700 (100%)	1 (100%)
Comm. on Civil Rights (CRR)	1	42	0 (0%)	0 (0%)	0 (0%)	0 (0%)
Commodity Fut. Tra. Comm. (CFTC)	0	0	0 (0%)	0 (0%)	0 (0%)	0 (0%)
Cons. Prod. Safety Comm. (CPSC)	0	0	0 (0%)	0 (0%)	0 (0%)	0 (0%)
Equal Employ. Opp. Comm. (EEOC)	0	0	0 (0%)	0 (0%)	0 (0%)	0 (0%)
Export-Import Bank (EXIMB)	1	143	0 (0%)	0 (0%)	0 (0%)	0 (0%)
Federal Communications Comm. (FCC)	2	1,404	0 (0%)	0 (0%)	0 (0%)	0 (0%)
Federal Dep. Ins. Corp. (FIC)	0	0	0 (0%)	0 (0%)	0 (0%)	0 (0%)
Federal Elec. Commission (FEC)	0	0	0 (0%)	0 (0%)	0 (0%)	0 (0%)
Federal Emergency Mgmt. Agency (FEMA)	2	335	335 (100%)	2 (100%)	335 (100%)	2 (100%)
Federal Energy Regulatory Comm. (FERC)	0	0	0 (0%)	0 (0%)	0 (0%)	0 (0%)
Federal Med. & Conc. Svc. (FMCS)	0	0	0 (0%)	0 (0%)	0 (0%)	0 (0%)
Federal Trade Comm. (FTC)	1	233	233 (100%)	1 (100%)	0 (0%)	0 (0%)

Govenment Printing Office (GPO)	0	0	0 (0%)	0 (0%)	0	(0%)	0 (0%)
Inter Bou. & Water Comm (IBWC)	0	0	0 (0%)	0 (0%)	0	(0%)	0 (0%)
Interstate Commerce Comm. (ICC)	0	0	0 (0%)	0 (0%)	0	(0%)	0 (0%)
Library of Congress (LOC)	0	0	0 (0%)	0 (0%)	0	(0%)	0 (0%)
Merit Sys. Prot. Board (MSPB)	1	103	103 (100%)	1 (100%)	103	(100%)	1 (100%)
Nat. Arch. & Rec. Admin. (NARA)	0	0	0 (0%)	0 (0%)	0	(0%)	0 (0%)
Nat. Gallery of Art NGA (NGA)	1	447	447 (100%)	1 (100%)	447	(100%)	1 (100%)
Nat Lab Relat. Board (NLRB)	5	9,227	9,227 (100%)	5 (100%)	9,227	(100%)	5 (100%)
Nat Science Foundation (NSF)	1	872	872 (100%)	1 (100%)	872	(100%)	1 (100%)
Nuclear Reg. Commission (NRC)	1	2,052	2,052 (100%)	1 (100%)	0	(0%)	0 (0%)
Occup. Safety & Hea. Rev. (OSHR)	1	0	0 (0%)	0 (0%)	0	(0%)	0 (0%)
Overseas Priv. Inv. Corp. (OPIC)	1	92	92 (100%)	1 (100%)	0	(0%)	0 (0%)
Peace Corps (PC)	0	0	0 (0%)	0 (0%)	0	(0%)	0 (0%)
Pension Ben. Guar. Corp (PBGC)	1	434	434 (100%)	1 (100%)	434	(100%)	1 (100%)
Railroad Retirement Board (RRB)	1	1,364	0 (0%)	0 (0%)	0	(0%)	0 (0%)
Resolution Trust Corp. (RTC)	1	966	0 (0%)	0 (0%)	0	(0%)	0 (0%)
Securities and Exchange Comm. (SEC)	0	0	0 (0%)	0 (0%)	0	(0%)	0 (0%)
Small Business Administration (SBA)	13	2,097	0 (0%)	0 (0%)	0	(0%)	0 (0%)
Smithsonian Institute (SI)	1	2,922	1,949 (67%)	1 (100%)	0	(0%)	0 (0%)
Soldiers' & Airmen's Home (SAH)	0	0	0 (0%)	0 (0%)	0	(0%)	0 (0%)
Tennessee Vally Auth. (TVA)	0	0	0 (0%)	0 (0%)	0	(0%)	0 (0%)
U.S. Information Agency (USIA)	5	3,240	3,240 (100%)	5 (100%)	3,240	(100%)	5 (100%)
U.S. Inter. Trade Comm. (ITC)	2	334	334 (100%)	2 (100%)	334	(100%)	2 (100%)

Non-Appro. Fund Air Force (NAAF)	1	226	0 (0%)	0 (0%)	0	(0%)	0 (0%)
Non- Appro. Fund Army (NAA)	2	1,114	232 (21%)	1 (50%)	232	(21%)	1 (50%)
Non- Appro. Fund USAF/USA (NAFA	0	0	0 (0%)	0 (0%)	0	(0%)	0 (0%)
Non-Appro. Fund Navy (NAN)	2	231	0 (0%)	0 (0%)	232	(100%)	2 (100%)
Non-Appro. Fund Def. Log Agency (NADLA)	0	0	0 (0%)	0 (0%)	0	(0%)	0 (0%)
Non-Appro. NASA (NANAS)	0	0	0 (0%)	0 (0%)	0	(0%)	0 (0%)
Non-Appro. Fund Dept. of Trans. (NADOT)	0	0	0 (0%)	0 (0%)	0	(0%)	0 (0%)
Grand Total	1,331	813,705	606,220 (75%)	674 (51%)	557,765	(69%)	575 (43%)

****Note****

The 1331 Bargaining Units above are the total of those that responded to the 1995 National Partnership Questionnaire. There are 2671 Bargaining Units in the Executive Branch.

National Partnership Council Survey Results

08/31/95

Union	# of Responding Bargaining Units	# of Employees Covered by Bargaining Units	# of Employees Covered by Councils	# of Responding Bargaining Units Covered by Councils	# of Employees Covered by Agreements	# of Responding Bargaining Units Covered by Agreements
ACT	25	9,955	2,918 (29%)	6 (24%) 1,821	(18%)	4 (16%)
AFGE	695	435,887	308,215 (71%)	375 (54%) 299,679	(69%)	323 (46%)
AFSCME	5	1,503	1,437 (96%)	2 (40%) 450	(30%)	1 (20%)
ANA	7	4,454	1,822 (41%)	5 (71%) 0	(0%)	0 (0%)
BPAT	2	1,520	1,508 (99%)	1 (50%) 0	(0%)	0 (0%)
CPTC	1	1,037	1,037 (100%)	1 (100%) 1,037	(100%)	1 (100%)
IAFF	44	2,008	1,802 (90%)	21 (48) 851	(34%)	15 (100%)
IAM	48	18,393	14,117 (77%)	14 (29) 12,695	(69%)	13 (27%)
IBEW	19	2,941	2,357 (80%)	11 (58%) 1,985	(67%)	9 (47%)
IBT	2	2,584	1,879 (73%)	1 (50%) 1,879	(73%)	1 (50%)
IFPTE	25	4,722	4,207 (89%)	12 (48%) 4,207	(89%)	12 (48%)
LIUNA	7	1,359	1,359 (100%)	7 (100%) 1,145	(84%)	4 (57%)
MTC	12	14,480	1,594 (11%)	6 (50%) 1,594	(11%)	6 (50%)
NAATS	1	3,033	100 (0%)	0 (0%) 0	(0%)	0 (0%)
NAGE	81	34,812	29,942 (86%)	32 (40%) 17,720	(51%)	24 (30%)
NATCA	4	14,688	14,688 (100%)	4 (100%) 14,665	(100%)	3 (75%)
NFFE	219	104,198	73,817 (71%)	76 (35%) 63,386	(61%)	67 (31%)
NLRBU	3	1,201	1,201 (100%)	3 (100%) 1,201	(100%)	3 (100%)

NTEU	55	118,374	115,658 (98%)	49 (89%) 112,050	(95%)	46 (84%)
OEA	3	8,745	0 (0%)	0 (0%) 0	(0%)	0 (0%)
PASS	3	7,398	6,817 (92%)	1 (33%) 6,317	(85%)	1 (33%)
SEIU	13	12,131	11,230 (93%)	6 (46%) 10,260	(85%)	7 (54%)
UPWC	1	1,081	0 (0%)	0 (0%) 0	(0%)	0 (0%)
ALL OTHERS	56	7,201	5,602	41 4,823	(35%)	
GRAND TOTAL	1,331	813,705	606,220 (75%)	674 (51%) 557,765	(69%)	575 (43%)

****FULL TITLE ON ATTACHED PAGES****

*****NOTE*****

The 1331 Bargaining Units above are the total of those that responded to the 1995 National Partnership Questionnaire. There are 2,671 Bargaining Units in the Executive Branch.

The All Others category relates to all the unions with less than 1000 employees covered by Bargaining Units.

ACT	Association of Civilian Technicians (Ind.)
AFGE	American Federation of Government Employees (AFL-CIO)
AFSCME	American Federation of State, County and Municipal Employees
ANA	American Nurses Association (Ind.)
BPAT	Painters and Allied Trades; International Brotherhood of
CPTC	Columbia Power Trades Council (AFL-CIO)
IAFF	Firefighters, International Association of (AFL-CIO)
IAM	Machinists and Aerospace Workers, International Association of
IBEW	Electrical Workers, International Brotherhood of
IBT	Teamsters, Chauffeurs, Warehousemen and Helpers of America; International Brotherhood of (AFL-CIO)
IFPTE	Professional and Technical Engineers: International Federation of
LIUNA	Laborers International Union of North America (AFL-CIO)
MTC	Metal Trades Council (AFL-CIO)
NAATS	National Association of Air Traffic Specialists
NAGE	National Association of Government Employees, Affiliate of SEIU
NATCA	National Air Traffic Controllers Association (AFL-CIO)
NFFE	National Federation of Federal Employees (Ind.)
NLRBU	National Labor Relations Board Union (Ind.)
NTEU	National Treasury Employees Union (Ind.)
OEA	Overseas Education Association (NEA) (Ind.)
PASS	Marine Corps - Cherry Point, North Carolina
SEIU	Service Employees International Union (AFL-CIO)
UPWC	Union of Public Works Center (Ind.)

National Partnership Council Survey Results
08/31/95

Region	# of Responding bargaining Units	# of Employees Covered by Bargaining Units	# of Employees Covered by Councils	# of Responding Bargaining Units Covered by Councils	# of Employees Covered by Agreements	# of Responding Bargaining Units Covered by Agreements
Southeast	182	59,739	32,752 (55%)	80 (44%) 28,465	(48%)	55 (30%)
Midwest	191	110,663	93,502 (84%)	100 (52%) 83,306	(75%)	86 (45%)
Southwest	204	46,960	29,340 (62%)	86 (42%) 25,649	(55%)	75 (37%)
Northeast	198	115,147	102,944 (89%)	109 (55%) 93,720	(81%)	93 (47%)
West	264	71,426	42,487 (59%)	120 (45%) 39,250	(55%)	107 (41%)
Washington , DC Area	292	409,770	305,195 (74%)	179 (61%) 287,375	(70%)	159 (54%)
Grand Total	1,331	813,705	606,220 (75%)	674 (51%) 557,765	(69)	575 (43%)

NOTE

The 1331 Bargaining Units above are the total of those that responded to the 1995 National Partnership Questionnaire. There are 2671 Bargaining Units in the Executive Branch.

The National Partnership Council featured a number of partnerships at its meetings during the past two years:

- Corning, Inc. and American Flint Glass Workers Union of North America, AFL-CIO
- Tobyhanna Army Depot, PA and American Federation of Government Employees (AFGE), Local 1647
- PACER Share Demonstration Project, McClellan Air Force Base and AFGE Local 1857
- Red River Army Depot, Texarkana, TX and National Association of Government Employees (NAGE), Local R14-52
- Fort Dix, NJ and AFGE Local 1999
- Naval Air Systems Command and AFGE
- U.S. Customs Service, Northeast Region and National Treasury Employees Union (NTEU), Local 172
- Bureau of the Census, Jeffersonville, IN and National Federation of Federal Employees (NFFE), Local 1438
- Naval Aviation Depot, Norfolk, VA and National Association of Government Inspectors (NAGI), Council 257
- National Aeronautics and Space Administration (NASA), John F. Kennedy Space Center, Florida and AFGE, Local 2498
- Anniston Army Depot, AL and AFGE, Local 1945
- Social Security Administration, Atlanta, GA Regional Office, NTEU, Chapter 210 and AFGE, Local 3509
- Social Security Administration, Richmond, CA and AFGE , Local 112
- Veterans Affairs Medical Center, Portland, OR and AFGE , Locals 2583 and 2157
- U.S. Mint and AFGE

National Partnership Council

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